

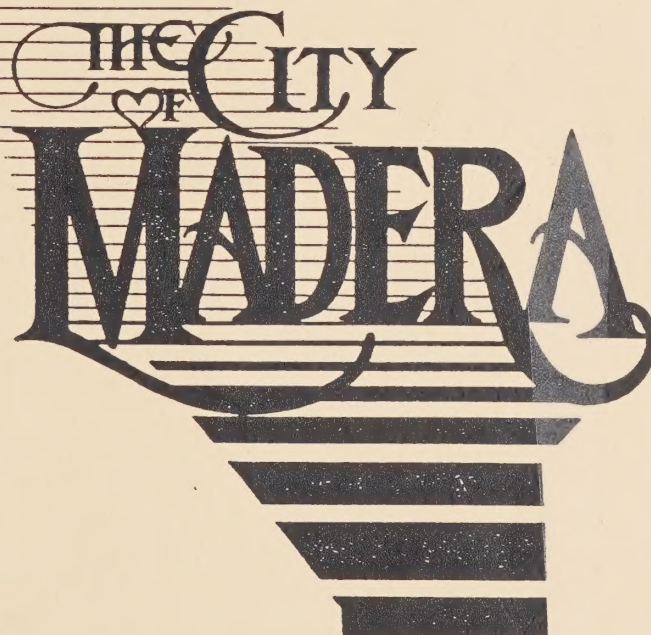
COMPREHENSIVE GENERAL PLAN & ENVIRONMENTAL IMPACT REPORT



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COMPREHENSIVE GENERAL PLAN & ENVIRONMENTAL IMPACT REPORT

for the

CITY OF MADERA, CALIFORNIA

Prepared for

**Madera City Council, City Planning Commission
and Community Development Department**

by

Grunwald & Associates
City & Environmental Planning Consultants
Sacramento, California

Adopted by the Madera City Council
October 5, 1992

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At End of Report

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PART I

INTRODUCTION TO THE GENERAL PLAN

COMMUNITY HISTORY

The City of Madera was founded in 1875 and became the County seat in 1893 when Madera County was created from a part of Fresno County. The City was incorporated in 1906 and has enjoyed steady growth ever since to become one of the larger cities of the San Joaquin Valley. The area in the vicinity of Madera is believed to have been pioneered as early as 1820 by trappers and explorers such as Ewing and Jebediah Strong Smith. However, it was John Fremont who left the first recorded trail in 1844. A few years later, in 1850, gold was discovered and settlements such as Coarsegold, Cassidy's Bar and Grub Gulch were established to house and service miners who migrated to the foothill and mountainous areas to the east.

Agricultural activities were formally introduced into the local economy in the 1860's, when settlers from Alabama purchased several thousand acres of land and began farming southwest of the City's present location. Farmland irrigation was started in 1871, which stimulated and encouraged further agricultural production. Although the City presently serves as a trade and service center for agricultural operations in the sub-region, the lumber industry actually was responsible for the founding of the community. In 1874, William Thurman discovered an opportunity to exploit the vast timber resources of the Sierra Nevada, and organized the California Lumber Company to construct a lumber mill. The Central Pacific Railroad, which had been completed in 1873, provided the closest transportation for the shipment of lumber to market. To reach this rail line on the Valley floor, a 64 mile flume was constructed to float logs from the mountains to the mill. Construction was completed in 1875, when the intersection of the rail line and the flume became known as Madera, with the name originating from the Spanish word for "wood".

PLANNING BACKGROUND

The City adopted its first General Plan in the late 1960's, with several major revisions and amendments to the Plan having been adopted during the interim. The most recent major revision was adopted in August, 1982. A number of new elements have been added to the General Plan in response to requirements of the State Planning Law, including the Housing, Noise, Open Space, Conservation, Seismic Safety and Safety Elements.

Because of the many amendments which have been adopted, and because of major changes which have been made in the local planning mandate prescribed by the State Planning Law, this document has been prepared both as a consolidation of existing policy, and as an articulation of new policies and standards aimed at enhancing the City's overall quality of life for its residents and for visitors to the community.

NATURE AND FUNCTIONS OF THE GENERAL PLAN

Under the body of statutory and case law which has evolved in California, including Guidelines issued by the State Office of Planning and Research, the General Plan for Madera functions as a "constitution" in much the same way as a state or national constitution. The Plan reflects the City's long-range aspirations of physical form and amenity and provides guidance to the substance of developmental regulations and other programs approved by the City Council which combine as the package of tools necessary to carry out the Plan over time.

The General Plan has three basic functions:

1. To enable the City Council, upon the advice of its Planning Commission, to express agreement on development policies;
2. To provide clear guidance in judging whether projects proposed by public agencies and private developers are in close agreement with policies of the General Plan; and
3. To allow and provide the basis for making intelligent changes to the Plan as time and changing circumstances may dictate, while being true to its purposes.

The principal characteristics of the Plan are that it is comprehensive, long-range and general. It is **comprehensive** in that it embraces all aspects of existing and future physical development of the community, public and private. It is **long-range** in that it presents a view of the physical character to be achieved over the next 15 to 20 years. And, it is **general** in that it provides for innovation and flexibility in working toward the achievement of the Plan's goals through the many public and private actions that are and will be necessary for Plan implementation.

THE MADERA PLANNING AREA

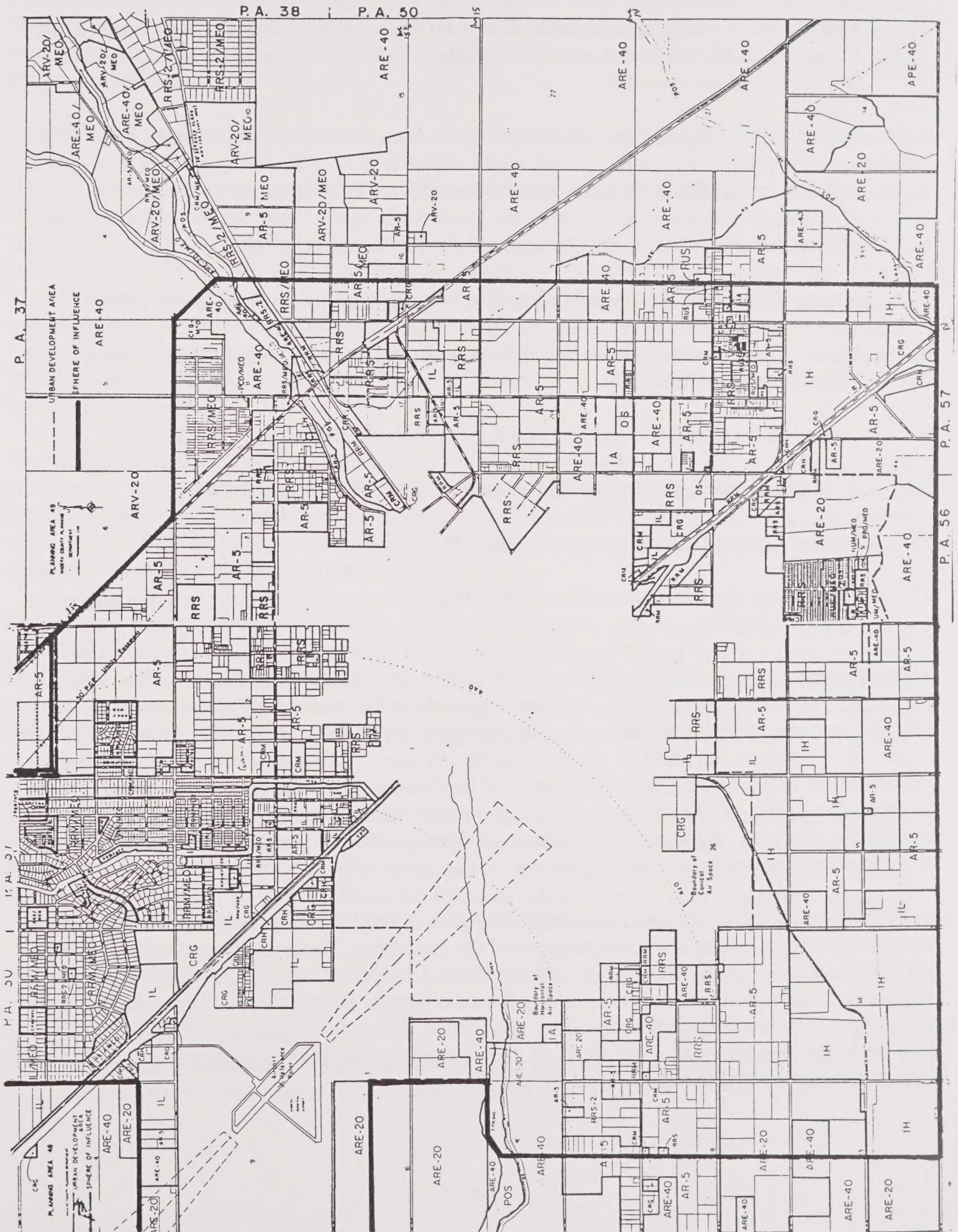
The area covered by the Plan is prescribed by the City's "Sphere of Influence" (SOI) as adopted by the Madera County Local Agency Formation Commission (LAFCO). The SOI boundaries are shown on Figure I-1, and include all of the area within the existing City limits, the area that is expected to urbanize over the next 20 years (and which for the most part will be annexed), and the unincorporated territory of the County where various types of development may be proposed to the County which will have an influence on the interests of the City. In the latter case, County policies and procedures provide opportunity for the City to express its position and recommendations for County action, consistent with adopted policies of the Madera Area General Plan as adopted by Madera County.

USING THE GENERAL PLAN AND RELATED DOCUMENTS

The General Plan has been organized to save the reader time in identifying and understanding those development policies and proposals which most affect the reader's interests. Supporting material is found in a series of separate documents that in affect constitute a technical supplement to the General Plan, and which includes the following:

FIGURE I-1

MADERA'S PLANNING AREA AND SPHERE OF INFLUENCE



1. Full text of the Amended Housing Element of the General Plan, April, 1986. [*]
2. Full text of the Draft Recreation Element of the General Plan, March, 1991.
3. Text of the 5-County Seismic Safety Element (Fresno, Kings, Madera, Mariposa & Tulare Counties), April, 1974, as it pertains to factors, policies and recommendations affecting the Madera urban area. [*]
4. Full text of the Open Space-Conservation Element for the Madera General Plan [*]
5. Full text of the Noise Element of the General Plan, 1978 [*]
6. Full text of the Public Safety Element of the General Plan, 1978 [*]
7. Master Plan Storm Drainage Study of the Madera Urbanizing Area, May, 1980
8. Master Plan for the Sanitary Sewer System for the Urban Growth Area of the City of Madera, January, 1981 [*]
9. Overall Economic Development Plan for the County of Madera, 1989-1990
10. Redevelopment Plan, Madera Redevelopment Project, December, 1990 [*]
11. Madera Zoning Ordinance, as amended [*]
12. Parts of the Madera County Hazardous Waste Management Plan as they pertain to the Madera urban area

These documents are available in Madera at the Office of the Community Development Director, City Hall, 205 West Fourth Street, and may be useful for the professional firms and individuals who require more detailed technical data in preparing development proposals for review by the City. The reader's attention is directed to the Zoning Ordinance because of its singular importance in implementing land use policies of the General Plan. Of special importance are the procedural sections of the ordinance which set forth requirements for preparing an adequate application for such entitlement as change of zoning district, planned development permit, conditional use permit, and site plan review.

In various ways, most of these documents contain a refined set of policies and directions for action with respect to the functional purposes of the document. Those designated with an asterisk [*] have been adopted by the City Council as official City policy, while others are informational or have been proposed for adoption. In any event, all should be considered as presenting a body of policy which is either mandatory in its application to the development process (adopted) or may be made mandatory as a condition of development approval through administration of the City's Zoning, Subdivision and Parcel Map ordinances.

FORMAT AND CONTENT OF THE PLAN

The General Plan is presented in eight parts (including this introduction). Part II provides a description of the environmental setting which serves to meet requirements of the California Environmental Quality Act (CEQA) for purposes of the General Plan EIR and for environmental assessments that may be required for specific development projects. Part III describes the goals and major policies of the Plan.

Parts IV - VI present descriptions of seven mandatory (and one optional) elements of the Plan (Land Use, Circulation, Housing, Conservation, Open Space, Noise and Safety). The optional element is the Recreation Element. These descriptions have been combined into three so-called "Super Elements" as discussed under alternatives for element consolidation developed by the Governor's Office of Planning & Research.¹ These three elements are the Community Development Element (Part IV), the Resource Management Element (Part V) and the Hazard Management Element (Part VI). They represent a functional consolidation which simplifies the task of element description by combining those elements which are closely related to each other. Consolidation also makes it easier to achieve internal consistency among elements as required by State Law and Case Law. The relationship of the formerly separate and consolidated elements is shown in Table I-1.

Certain Elements previously included in the 1974 version of the General Plan have been deleted or otherwise incorporated as part of this current General Plan document. The Scenic Highways Element is no longer required by State Law, nor was it required for Madera in 1974 or thereafter since neither of the State highways which pass through the community are included on the State's adopted Master Plan of Scenic Highways.

The Seismic Safety and Safety Elements have been combined under recent amendments to the State Planning Law, and the Solid Waste and Public Buildings, Service and Facilities Elements have been deleted. The entire function of solid waste management has been elevated to a regional level under a joint exercise of powers agreement between the County of Madera and cities of the County. Features of Public Buildings and Services Elements have been incorporated as part of the Land Use Element.

The policies and proposals of the General Plan are given added dimension by the General Plan Diagram which is included in Part IV of this document. The Diagram depicts only those proposals which are capable of graphic presentation. Although the Diagram usually is referred to more often than the text of the Plan, the Diagram taken together with this entire document constitutes the complete General Plan. The Diagram illustrates, while the text explains.

¹. "Element Consolidation, Streamlining Local General Plans", Governor's Office of Planning & Research, Office of Local Governmental Affairs, April, 1988.

Part VII presents a general strategy and program for Plan implementation. It is included to provide direction to the City rather than policy commitment to specific programs in recognition of financial limitations which impose constraints on the ability of the City (and therefore the timing) to implement various features of the Plan.

Part VIII fulfills requirements of the California Environmental Quality Act (CEQA) for an Environmental Impact Report on the General Plan. It describes the environmental evaluation conducted during Plan preparation and review, and identifies key sections of the Plan document which meet various requirements of CEQA Guidelines for EIR preparation. The EIR is made an integral part of the Plan so that its conclusions and mitigation measures will be readily available as decisions are made concerning Plan implementation and future Plan amendment. Since 1974, all amendments to the General Plan have been given environmental evaluations which called for findings in support of Negative Declarations. However, both time and the consolidation of all elements of the General Plan into a single document necessitate the incorporation of a General Plan EIR as part of this document.

The EIR is also intended to avoid the City having to require the preparation of EIR's for specific public and private projects when the potential impacts and needed mitigation are adequately addressed by the General Plan EIR. The more common application of CEQA will be in the form of an Initial Study of Environmental Impact Assessment (EIA) to determine whether further assessment is required under an EIR, or whether the City should more appropriately make a finding for a Negative Declaration. This approach will save time and expense for all parties concerned, while satisfying the full intent of CEQA.

TABLE I-1

RELATIONSHIP OF MANDATORY, OPTIONAL AND CONSOLIDATED
ELEMENTS OF THE GENERAL PLAN

<u>Separate</u> <u>Mandatory Elements</u>	<u>Optional Elements</u>	<u>Consolidated Elements</u>
Land Use		Community Development
Circulation		(included)
Housing		(included)
Conservation		Resource Management
Open Space		(included)
	 Recreation	(included)
Noise		Hazard Managament
Safety		(included)

PART II

THE ENVIRONMENTAL SETTING

LAND USE

The environmental setting of the Madera planning area is dominated by residential, commercial and industrial use, with supporting public and semi-public facilities such as schools, churches, a hospital, government offices and public utilities. The location of the community in the region is shown on Figure II-1. The planning area contains approximately 8,860 acres of which about one-third is developed.

Most of the in-fill has occurred in the area north of the Fresno River and east of the Southern Pacific Railroad, extending north to Avenue 17 (see Areas I and II on Figure II-2). The most scattered pattern of urban development continues to be located within Area I. This area has about 1,626 acres of undeveloped land which is mostly vacant and fallow. Only a small amount of acreage within Area I is in agricultural use. Sufficient unsubdivided land exists in contiguous patterns to accommodate 4,500 to 5,000 housing units and up to 16,000 people @ 3.2 prsons/HU. [Note: Area I is singled out because of its potential for in-fill.]

TABLE II-1

STATISTICAL SUMMARY, SURVEY OF EXISTING LAND USE

1.	Gross Acreage:	=	8,860.5	
2.	Area in Streets: (excluding freeway)	=	<u>958.7</u>	= 10.8%
3.	Net Acreage:	=	7,901.8	
4.	Developed Land use:	=	<u>2,987.8</u>	= 33.7%
	a.	Large lot residential	=	254.4
	b.	Urban single-fam.(6,599)	=	1,305.1
	c.	Multi-Family:	=	211.6
	d.	Offices:	=	42.3
	e.	Retail Commercial:	=	251.3
	f.	Service Commercial:	=	90.1
	g.	Highway Commercial:	=	12.0
	h.	Light Industry:	=	141.2
	i.	Heavy Industry:	=	26.9
	j.	Public/Semi-Public:	=	480.9
5.	Undeveloped Land (vacant, fallow or agriculture)=		4,914.0	= 55.5%

FIGURE II-1

LOCATION OF MADERA IN THE REGION

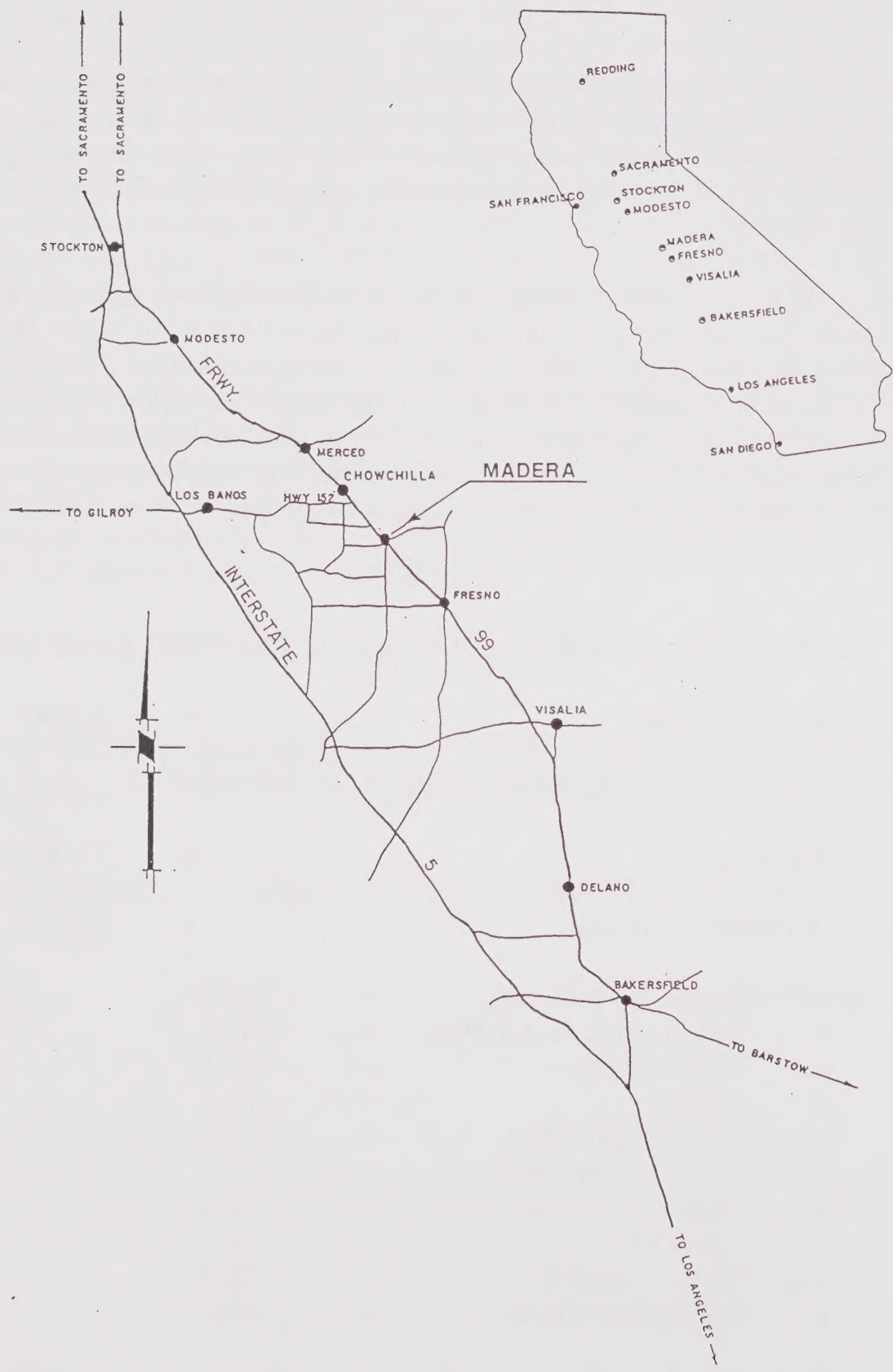


FIGURE II-2

LAND USE SURVEY BOUNDARIES, MADERA PLANNING AREA

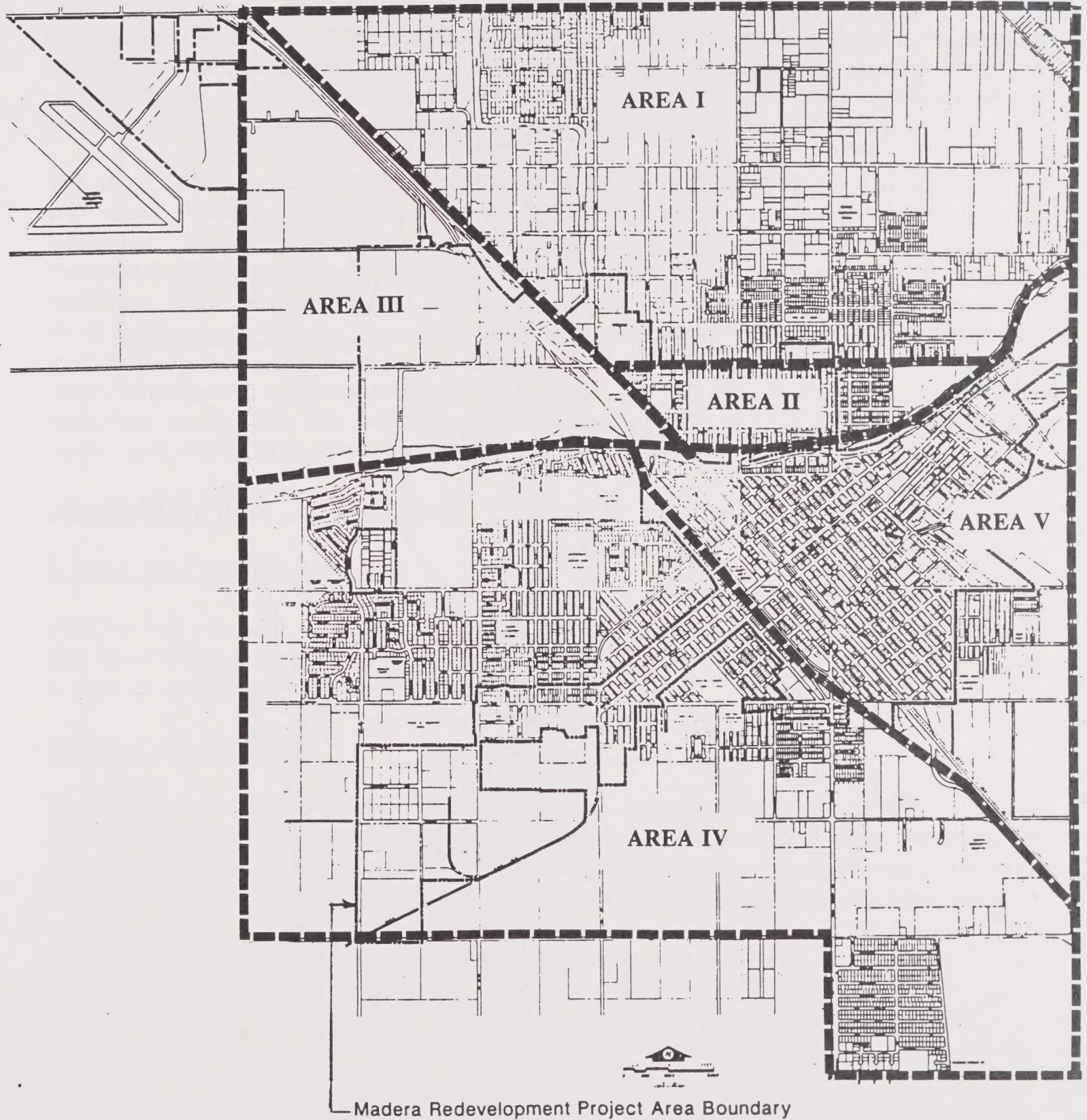


FIGURE II-3

PRIMARY TRANSPORTATION FACILITIES SERVING MADERA



TRANSPORTATION AND CIRCULATION

Primary transportation and circulation facilities connecting Madera with the region are shown on Figure II-3, and include Freeway 99, State Route 145 (Yosemite Avenue) extending from Highway 99 east to State Route 41 and south to the Kerman area of Fresno County), and Avenue 12 which extends westerly to the Firebaugh area of Fresno County and east to Route 41 and the San Joaquin River. Both the Southern Pacific and Santa Fe mainline railroads serve the community. Santa Fe provides AMTRAK service to the San Francisco Bay Area, Sacramento, and Los Angeles. All mainline railroad crossings are protected by automatic signals. Within the community, the Arterial and Collector street systems provide for cross-town vehicle movement and service to and from activity centers and residential areas of the community.

The Madera Municipal Airport is classified as a General Utility Stage I general aviation facility, with about 100 based aircraft of which all but four are single engine and two others being helicopters. Almost two-thirds of the based aircraft are owned by residents of Madera. The number of based aircraft are projected to increase to about 165 by the year 2010. A sample of operations taken recently indicates that current annual operations are about 65,000, including about 2,800 by crop dusters. Annual operations are expected to increase to about 100,000 by the year 2010. Instrument flight operations are handled by Fresno Approach Control. In 1987 there were 146 instrument approaches recorded by Approach Control, including most if not all practice instrument approaches. The number recorded for January-May of 1991 was 314, with the total for the year estimated at approximately 415¹

SOCIO-ECONOMIC CONDITIONS

Existing and Projected Population

The City had a January, 1991 population of approximately 30,024 [State Department of Finance]. The General Plan anticipates a population in the range of 41,570 to 50,290 by the year 2000, and a range of 61,520 to 74,440 by the year 2010.

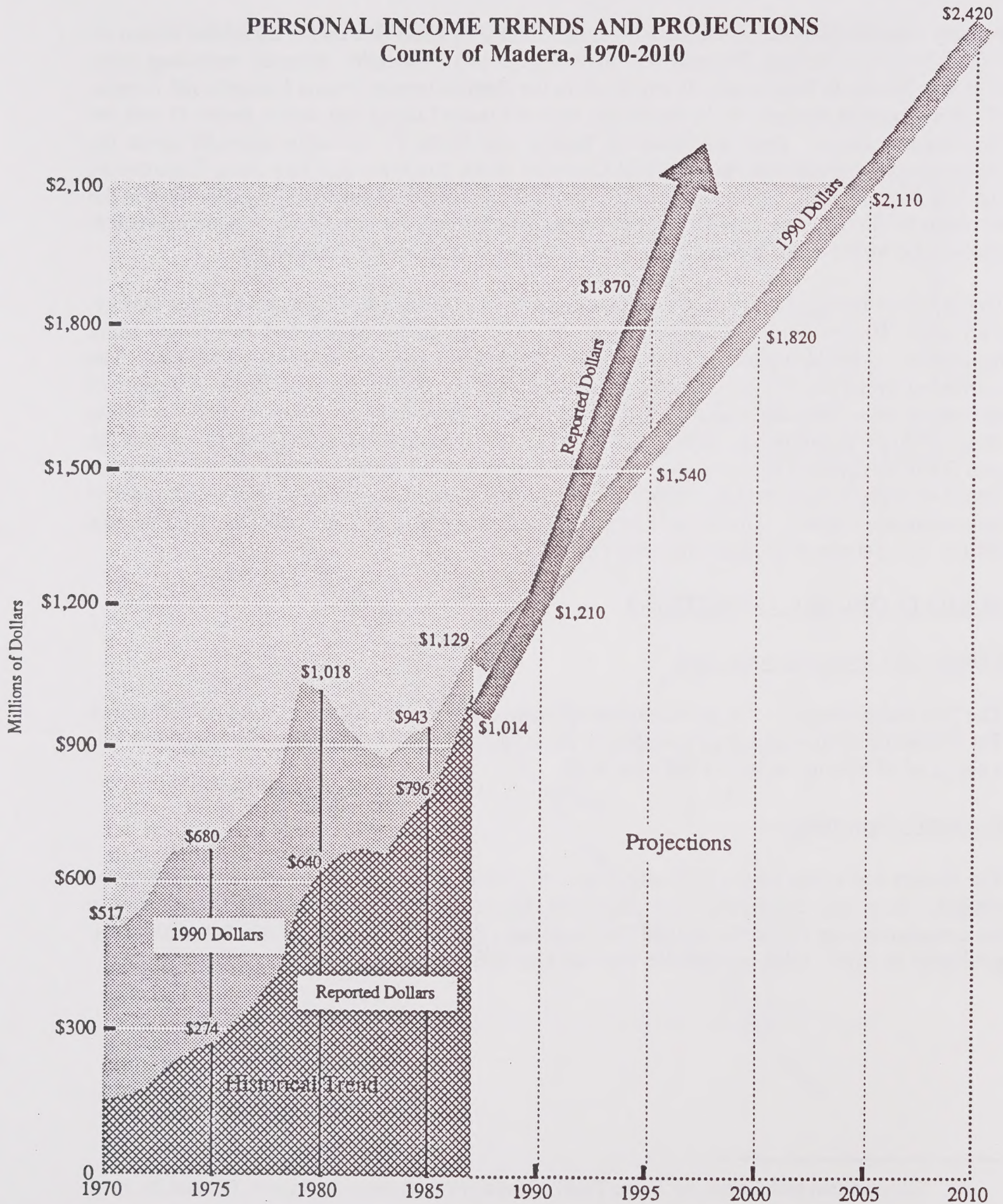
Economic Characteristics

The figures and tables on the following pages provide a graphic profile of selected existing and projected economic conditions. For a detailed discussion of socio-economic characteristics of the community, see the report entitled "An Economic Profile for the City of Madera, California" published in April, 1990, and on file with the City's Community Development Department.

¹ Conversation with Fresno Air Route Traffic Control, Federal Aviation Agency, October 28, 1991.

FIGURE II-4

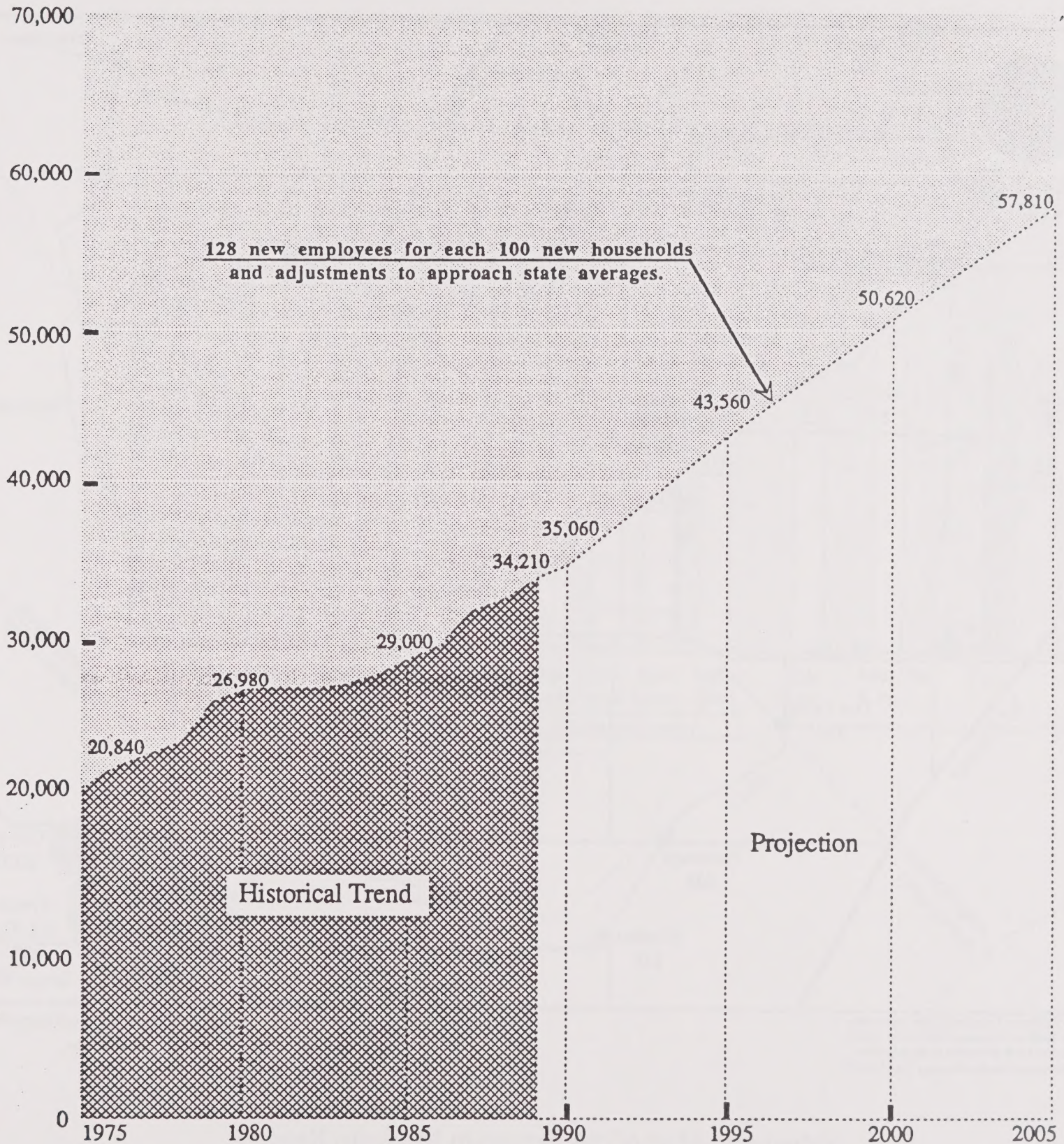
PERSONAL INCOME TRENDS AND PROJECTIONS
County of Madera, 1970-2010



Sources: See Text
File Ref: \Counties\Madera\Econ Trends Chart 70-10 ... 4/5/90

FIGURE II-5

EMPLOYMENT TRENDS AND PROJECTIONS
County of Madera, 1975-2005



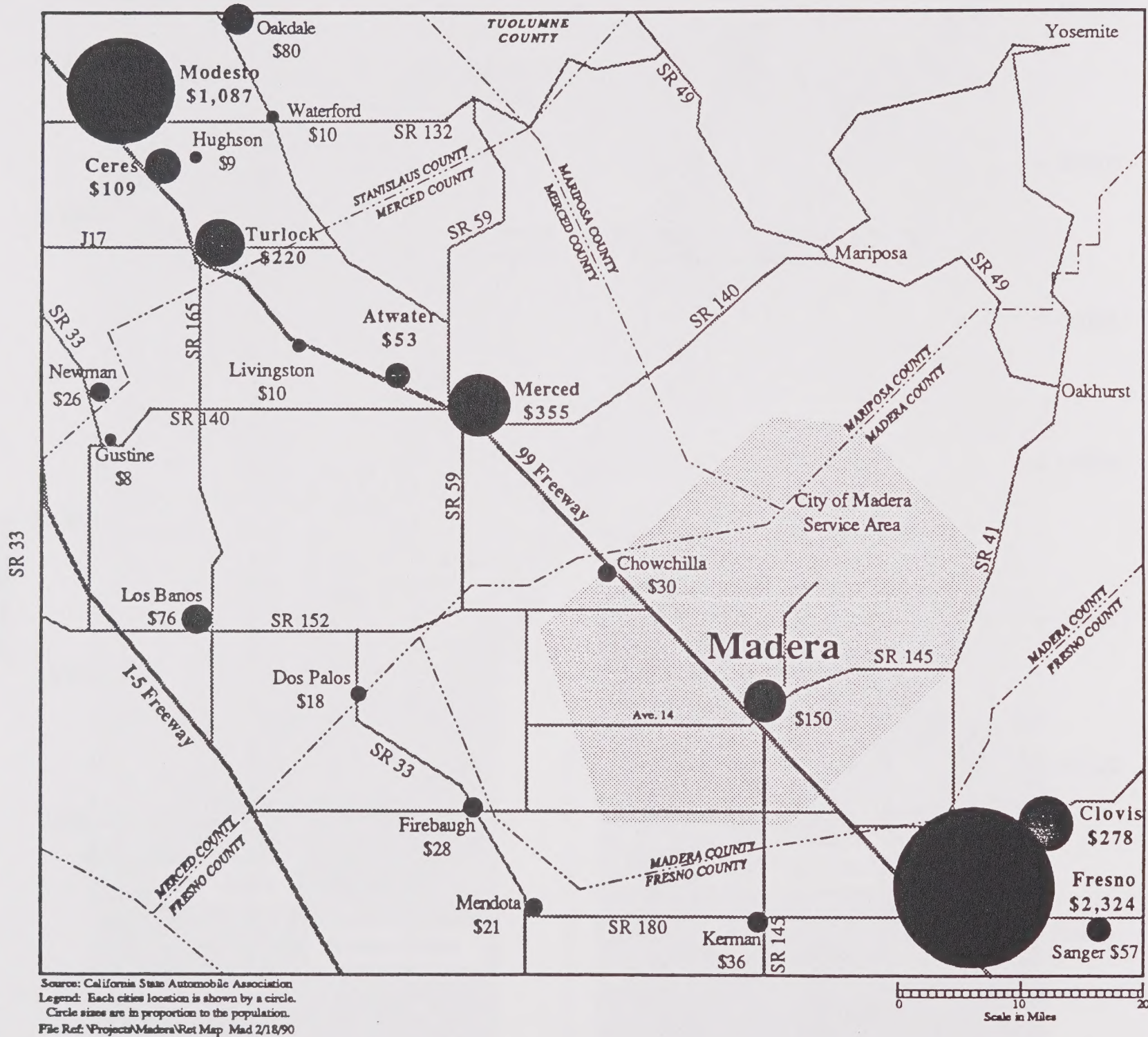
Sources: Historical trend data from the Bureau of Economic Analysis

Projection based on extension of 1985 to 1990 trend in the local jobs/household ratio: 1.270.

File Ref: \Counties\Madera\Emp Trends Chart ... 4/20/90

FIGURE II-6

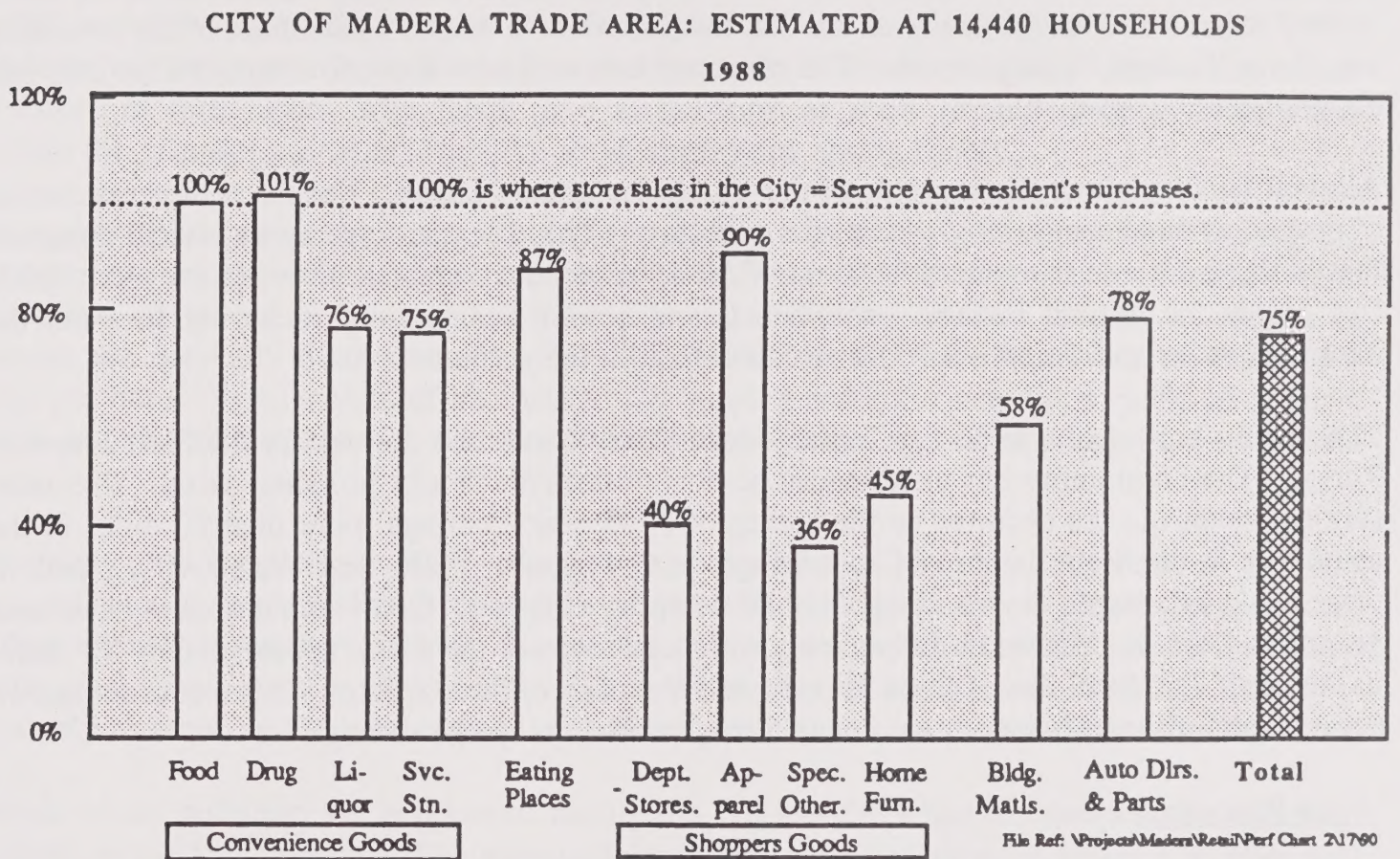
TAXABLE RETAIL SALES IN 1988
(Millions of Dollars)



Schematic Map of the Fresno to Modesto Region
showing the location of the City of Madera, its Service Area, and
the other cities and the major arterials.

FIGURE II-7

RETAIL SALES PERFORMANCE BY TYPE OF STORE IN 1988



LAND, WATER, AIR, BIOLOGICAL, ENERGY, ARCHAEOLOGICAL & HISTORIC RESOURCES AND THE NOISE ENVIRONMENT

Land Resources

Land resources surrounding the urban area have been devoted to the diversified production of wine grapes, raisins, olives, deciduous fruits and field crops on prime and near-prime agricultural soils. Terrain is relatively flat, with slopes falling gently to the southwest at a gradient averaging less than one percent (1%). Most of the area has good soil permeability. Soils which lay north of the Fresno River are generally of the San Joaquin Madera series, while south of the river they are of the Hanford Tujunga series. The planning area ranges in elevation from 240 to 260 feet above mean sea level

Alluvial fans lay along the east side of the Valley including Madera. The fan sediments consist of stream channel sands, silty sands, silts and clays. These deposits are up to several thousand feet in thickness. In the general location of Madera, basement crystalline rocks are about 5,000 feet below the ground surface; continental and marine sedimentary rocks lay between the basement rocks and the alluvial fans which extend to the surface.

The nearest earthquake faults are located more than 55 miles to the east in the Sierra Nevada Range. The community has experienced several noticeable shocks in recent years. The most serious recent quakes occurred in the spring of 1983 near Coalinga more than 90 miles to the southwest in the foothills of the Coast Range, and in October, 1989 near Watsonville. Both of these quakes damaged their immediate environs quite seriously. Other recent quakes have been generated from the Mammoth Lakes area on the east slope of the Sierra approximately 80 miles to the north. No local damage was experienced from any of these quakes. Distance from known active faults places Madera in an area of low potential for quake damage.²

Water Resources

Groundwater is the source of domestic water supply. The groundwater basin is recharged primarily by rainfall and infiltration, storm water runoff, infiltration from irrigated ditch flows and seepage in the Fresno River bottom, and water conservation recharge to natural sloughs in the nearby agricultural area. The current long-term regional trend, including the Madera area, is of a lowering groundwater table. Before extensive pumping began in the area, groundwater in the Madera and Chowchilla area moved generally southwestward from the Sierra Nevada toward the Valley trough west of Madera. Now, groundwater in the unconfined aquifer also

² Madera is located within Seismic Zone Classification IV as described in the Seismic Safety Element of the Madera County General Plan. This classification denotes a low seismic risk potential. The greatest seismic threat to Madera is posed by the San Andreas Fault about 60 miles to the west and which is capable of generating an earthquake of Richter magnitude 8.3. An earthquake of this intensity would produce strong ground shaking in Madera. Ground accelerations of 0.2g (g = acceleration due to gravity) would be expected.

moves toward local pumping depressions. Isolated cones of depression are found near areas of high pumping such as the City of Madera.

The construction of Hidden Dam on the Fresno River has eliminated many flood problems and has substantially reduced flood hazard potential within the Madera urban area.

Climate and Air Quality

Madera's climate is semi-arid, which is typical of the San Joaquin Valley. Average annual rainfall varies considerably between less than seven inches during drought years and over 18 inches during wet years. In the Sierra Nevada Mountains to the east, annual precipitation reaches 60 inches in some areas, with much of it in the form of snow packed in deep drifts which provide the primary source of irrigation water during the spring runoff.

Average temperatures range from 82 degrees in July to 46 degrees in January. During the summer, it is not unusual to experience temperatures in the 100-110 degree range for many days at a time. However, because of low humidity and night time breezes, overall conditions in summer are generally quite pleasant. Prevailing winds are from the northwest, averaging 8.5 miles per hour. Wind storms of extremely high velocity are quite rare, but tornado-like funnel clouds are spotted occasionally with some minor damage having been reported in nearby rural areas.

Air quality does not presently meet state or federal standards of particulate for the local air basin for a substantial number of days during the period May through October. Ozone standards are seldom exceeded, and then primarily because of mobile source emissions associated with vehicle traffic along the Freeway 99 corridor. To a lesser but yet significant extent, air quality is adversely affected by the inter-regional transfer of pollutants from the San Francisco Bay Area.

Periods of air pollution are heightened during the fall months when the temperature inversion common to the San Joaquin Valley traps pollutants within a warm air mass below a layer of cool air. In the winter, this inversion pattern reverses, trapping cool air below the warm air mass and creating conditions favorable to frequent heavy fog conditions.

Biological Resources

There are no rare or endangered species of plants or animals within the existing and planned boundaries of the Madera urban area. With the exception of the limited remaining riparian environment along the Fresno River east of the City, all natural areas that existed at the time the community was established have been eliminated through agricultural activities. Biological resources, other than those found along the river or which involve agricultural crops and ornamental trees and shrubs within the urban area, are limited to annual grasses and noxious weeds on vacant lands, and to small animal and bird populations common to the urban area and its fringe. Common mammals include ground squirrels, rabbits, mice, gophers and opossum. Common birds include robin, mourning dove, meadowlark, sparrow, crow, barn swallow, wren, mockingbird, bluejay and blackbird.

Energy Resources

There are no direct sources of energy within the community except those resulting from privately-owned solar power generation units. All other energy sources (other than wood burning) are provided by the Pacific Gas & Electric Company. Some industries are considering the co-generation of electricity by burning agricultural, industrial or domestic wastes.

Archaeological and Cultural Resources

There are no sites of archaeological significance listed by the California State University at Bakersfield Archaeological/Cultural Resource Facility as being located within the City's planning area.

The Noise Environment

Major noise sources within the Madera urban area are intermittent railroad and airplane traffic, and steady vehicle traffic along Freeway 99. Ambient noise levels at approximately 50' back from the freeway rights-of-way lines are approximately 70 dBA; along the railroad right-of-way, noise generated by a single event of through railroad freight traffic may exceed 95dBA. Lesser but significant noise levels of 65 dBA are generated by trucks along truck routes within the City. Farm equipment operating adjacent to residential areas can generate similar noise levels as those for trucks. None of the major sources of noise, including industrial noise, create problems for such noise sensitive uses as schools, hospitals, convalescent homes and housing for the elderly.

Noise contours associated with aircraft operations at the Municipal Airport are shown in Figure II-8. The existing 60 and 65 CNEL contours generated by aircraft are contained entirely within the boundaries of the airport.

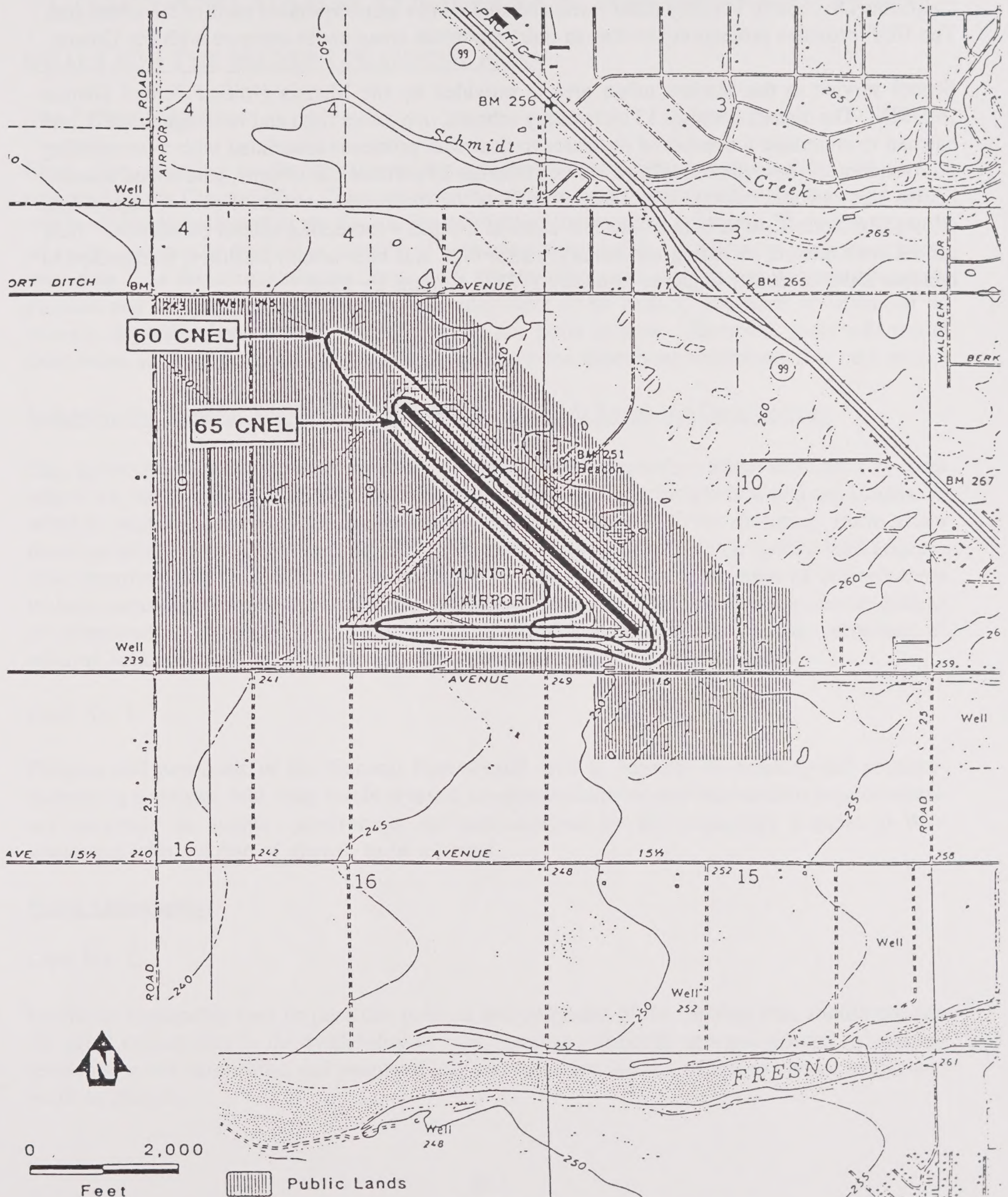
PUBLIC SERVICES

Public services of importance to the purposes of the General Plan include the domestic water, sewerage and drainage systems, solid waste disposal, law enforcement, fire protection, parks and recreation and schools. The status of the utility systems is described in Section D of Part IV. The status of park and recreation services is provided in Part V.

The Madera City Police Department provides law enforcement within the City Limits. The Department has approximately 38 sworn officers on staff and 15 reserve officers serving in backup positions. Current patrol staffing for day and night shifts average 3-4 officers plus one sergeant. Unincorporated parts of the urban area are patrolled by the Madera County Sheriff's Department.

FIGURE II-8

AIRCRAFT NOISE CONTOURS AT THE MUNICIPAL AIRPORT



Fire protection and suppression within the City is provided by the Madera Fire Department. A headquarters station is located at 317 N. Lake Street, and a second station is located on Schnoor Avenue in the Madera Industrial Park. The Department also provides backup assistance to the California Division of Forestry (CDF) when needed within unincorporated parts of the urban area. The CDF provides protection services to unincorporated areas under contract with the County.

School service to the Madera urban area is provided by the Madera Unified School District (MUSD). The district operates 13 elementary schools, one junior high and two high schools, and has had to undertake a number of measures to deal with problems associated with overcrowding of classrooms. These measures have included the use of portable classrooms, year-round schools, double sessions and busing. The District collects the maximum amount of school impact fees allowed by State Law to help off-set the costs of a rapidly increasing school enrollment. New school construction, including elementary, junior high and high school facilities, is expected to increase District facility capacity to nearly 17,000 students by 1993.

PART III

GOALS AND MAJOR POLICIES OF THE GENERAL PLAN

GOALS FOR THE MADERA PLANNING AREA

The Value of Goals

Goals give meaning to the short, medium and long-range directions for policy and action provided by the General Plan. Goals express the highest aims and aspirations of the community which should be reflected in the day-to-day conduct of the peoples' business. They also express what the community feels it is capable of achieving and what it is willing to work to achieve over time. As the community proceeds with the multiple tasks of Plan implementation, some projects and services reflected in the goals may have to be held in abeyance or advanced in priority, depending on realities or needs at any one point in time. However, goals will retain their value as long as they are not adjusted to reflect the short term limitations that may exist.

Balancing the Benefits and Costs of Urbanization through Economic Development.

City government has the authority and responsibility to accommodate urban expansion at costs which are reasonable in relation to the benefits received. This principle is sound but illusive to achieve without enlarging the community's economic base. Costs resulting from urban development are both direct and indirect. Examples of direct costs include: public land acquisition, improvements and long-term maintenance of public facilities. Examples of indirect costs include: omission or postponement of needed improvements or services, an inconvenient pattern of urbanization, difficulty in municipal management and the disproportionate burdening of existing residents with responsibility to meet needs generated by new residents.

Goal No. 1:

Policies and proposals of the General Plan should seek to expand job-creating and revenue-generating activities, including levels of retail, commercial service and industrial expansion which are necessary to support government services required by the expanding population base consistent with the rate of growth to be allowed.

Equal Opportunity

Goal No. 2:

Insofar as reasonably may be possible, policies and proposals of the General Plan should provide for equal opportunity in the availability of jobs, housing and public services needed by existing residents, ethnic minorities, and people of low and moderate income who may choose to live and work in Madera.

Growth Management

Goal No. 3:

The City should seek to manage the rate of urban expansion at a level which does not exceed the capacity of the City, the Madera Unified School District or other agencies of local government to provide the necessary levels of community services and facilities required consistent with all other goals of the General Plan. Management policies and techniques should rely more on indirect rather than direct means, recognizing that flexibility is both essential and desirable if significant progress toward goal achievement is to be realized over time.

Enhancing the Quality of Life

A goal of overriding importance is a dedication to enhancing the quality of life for present and future generations of residents. The standard of living and the quality of life available will be influenced in part by public policies which reflect sensitivity to the many ways in which "environmental quality" is nurtured and achieved.

Goal No. 4:

It is a goal of the General Plan to preserve and enhance the quality of living by preventing the degradation of the natural and man-made environment, and by taking steps to off-set the effects of that degradation which already has occurred.

Goal No. 5:

Ultimate expansion of the City as depicted by the General Plan Diagram is to be phased to create a physical form and character which improves the ways in which the community functions and is enjoyed.

Goal No. 6:

New development (public as well as private) is to reflect high levels of community appearance and image through development regulations which express appropriate concern for visual quality through site planning and engineering, architectural design, landscaping, use of signs, and the maintenance of public and private buildings and sites.

Goal No. 7:

The original townsite of the community, centering on the Central Business District (CBD), should continue to be made the target of intensive effort to improve its physical character and economic attraction through expression in building design, site planning, landscaping, street and open space improvement, business functions and cultural activities.

MAJOR POLICIES OF THE GENERAL PLAN

An Essential Perspective

The policy considerations presented in Part III become significant because of their probable impact on the future development of the City, the extent to which community needs may be met over time and the "quality of life" afforded to local residents. At this point in the City's history, issues of varying degrees of importance influence the ability of the city to correct adverse conditions, solve problems and meet future needs. Some conditions, such as unemployment, inadequate housing, inflation and diminished importance of the local property tax as a source of revenue, are in varying degrees the products of external forces and events over which the City has little influence. Conversely, each condition must be viewed in terms of those actions which the community can take to lessen the potential for adverse impact and to capitalize on those opportunities which exist.

An important premise of this report is that while local government exists to provide a variety of services needed in the community, it cannot be expected to seize all opportunities, solve all problems or meet all needs. Consequently, special attention should be given to identifying the role of City government, either as catalyst, supporter, coordinator or responsible party for community action programs. The private sector of the economy and a variety of community organizations have responsible roles to play which in some cases may prove to be paramount. **A second premise** is that problems and needs are not likely to disappear, nor can the community afford to ignore them simply because they may be difficult to solve, controversial or require substantial commitment to effectively deal with them.

In summary, the policy considerations presented in this report have been framed in recognition of the following factors which condition their meaning:

1. That policies are worthy of achievement over time regardless of factors which might act as obstacles under current conditions.
2. That policies must reflect the larger community of interests of the City. The interests of all residents are served best by cooperative participation toward realizing positive achievements.
3. That policies will require periodic reevaluation to determine the adjustments needed as the result of economic, social and technological change.
4. That policies need to reflect varying degrees of responsibility for their implementation among institutions of local government and private enterprise.

The Rate and Extent of Future Population Growth

Madera's rate and extent of population growth over the past decade has been relatively modest in relation to growth of the local economy and in particular new commercial and industrial

activity. With an incorporated (city) population of about 28,080¹ as of January 1, 1990, and an Urban Area population (city and unincorporated urban fringe) of about 42,200, the average annual rate of increase sustained over the past 10 years for the Madera Urban Area has been about 3.33%.

For the City, the population gain has been about 6520, with a 2,047 gain in the number of households. For these gains, the population per household has been about 3.19 as compared to an overall population per household for the entire city of 3.03. For the Madera Urban Area, the population gain has been about 10,534, with a 2,848 gain in the number of households.² For these gains, the population per household has been about 3.70 as compared to an overall population per household for the entire urban area of 3.21.

There are several significant factors here to be considered. First, the 42,200 population of the entire Urban Area has to be considered when evaluating the broad variety of growth characteristics and impacts that are affected by population gains. Vacant lots within subdivisions outside the City continue to develop at a significant rate, and only two-thirds of the Urban Area population [66.5%] reside within the City. And yet, it is the total number of households within the Urban Area who shop at local stores, go to local churches, work at many local jobs, use local parks and recreation areas, go to local schools and congest local street intersections during peak hours of traffic.

Secondly, it is clear that substantial population gains can be expected outside the City even if no residential growth occurred within. While policies of the County discourage new subdivision development by requiring centralized water and sewer systems (in effect, annexation to the City), the number of undeveloped lots in existing subdivisions is sufficient to result in continued growth for the better part of the 1990's. There are about 2,217 vacant lots remaining within subdivisions of the urban fringe.³ At an average of 3.70 persons per household, and assuming 80% absorption of remaining lots, another 6,560 people can be added to the fringe over the next 6-7 years before the practical buildout of fringe area subdivisions is achieved. **And, once the fringe**

¹ Population Division, State Department of Finance, **Annual Estimates**, April, 1989, and extrapolation to January 1, 1990.

² The city and its unincorporated urban fringe includes all of the area included within the Madera Census County Division in 1980, including Madera Acres, Parkwood-Parksdale and other developed unincorporated area close to the city limits, but excludes the Bonadelle Ranchos to the southeast which extend to Highway 41.

³ Madera Acres = 1,198; Bonadelle Ranchos #5 = 74; River Road Estates = 30; Parkwood = 88; Lake Madera Country Estates = 422; Valley Lake Ranchos = 405.

area growth has subsided, the City's rate of population increase will enlarge if un-checked as the City absorbs much of the increase formerly destined for the urban fringe.⁴

Thirdly, the city and its urban fringe are gaining in the number of persons per household. With population within the city over the past 10 years growing at a rate of 3.19 persons per household, and with the rate at 3.70 per household in the urban fringe, it is apparent that the size of new households is gaining rapidly against the trend of smaller households that have characterized most communities (including Madera) during the early 1980's. Since households are smaller than families, because they include single people and retired empty nesters without children, the size of new families is closer to 4 persons per family. This increase in household (and family) size adds to the positive and negative impacts that can result. Examples which illustrate are: more clothing per household; more food consumed; more energy consumed; and, more school children per grade.

Fourth, household size in the unincorporated urban fringe of the City is increasing faster than for households within the City. This will be particularly significant for those types of growth impacts most affected by increases in the number of children (e.g., schools, park and recreation areas and entertainment).

During the latter part of the 1980's, Madera came into its own as an attractive location for new industry that is both "footloose" as well as related to the surrounding agricultural economy.⁵ This has come about by deliberate planning and promotion on the part of the County, the City and the local business community. With a substantial number of new jobs coming on line, housing construction activity is on the increase after a period of relative quiet in the housing industry. Another factor of significance is construction of the State Correctional Facility for women north of the community which substantially enlarges the size of the work force in the local sub-region.

With this perspective on growth over the past decade, what then should be the City's position on growth over the next 10 and 20 years? Certainly, unrestrained population growth is not to be desired, for this could result in gross overuse and excessive demand for public services and facilities at rates that local government could not match. This could happen as the result of sub-regional demands for more affordable housing than is available in the Fresno-Clovis metropolitan area only a few miles to the southeast.

⁴ It cannot be assumed that the City will absorb all of the growth potential once destined for the urban fringe when practical buildout in the fringe is achieved. The more urban life style of the City may not appeal to some households, and others may not be able to afford the greater costs of housing in the City.

⁵ The term "footloose" refers to industries which are not tied to the agricultural economy, and which can locate in any one of many communities where factors of labor supply, transportation, available housing, availability of land and utilities, and amenities of living are favorable.

Recommended Development Policies: [Note: All policy recommendations in this report are numbered consecutively regardless of subject matter]

1. **Madera should scale its housing growth to several dimensions of demand, including demand generated by growth in jobs of the local economy and by growth in jobs of the regional economy . For most of the 1990's, the annual rate of population growth and the "market rate" of housing growth may be as high as 6% if adequate housing is provided to meet the needs of major new industrial and commercial employment. This assumes that the City and other units of local government will be able to provide the reasonable and necessary types and levels of service which this population increase will require and undoubtedly demand.**
2. **As part of its program of promoting economic development, the City should develop and maintain records of housing needs generated by new or expanded industrial and commercial development. This information should be made available to residential developers as a means to encourage construction to satisfy the needs of local employees who must now commute to Madera from other communities but who may want to live in Madera.**

By any reasonable standard, a 3.0% to 4% rate of population increase can be accommodated in relation to the public services and facilities required to serve this increase. However, experience in other California cities indicates that as soon as the rate climbs significantly above 4%, capacities for accommodating population increase without reducing the levels of service which residents have become used to can diminish rapidly. [The relative impact of 3.0% and 4.0% rates of population growth over the next 10 and 20 year periods is shown in Table 1.]

3. **Because of the low levels of local housing construction throughout most of the 1980's, and in consideration of substantial new employment now underway, a faster rate of development may be required during the 1990's to bring the community to the point where adequate availability and choice in housing has been restored. However, a rate well above 4% should be monitored carefully to assure adequate service levels.**

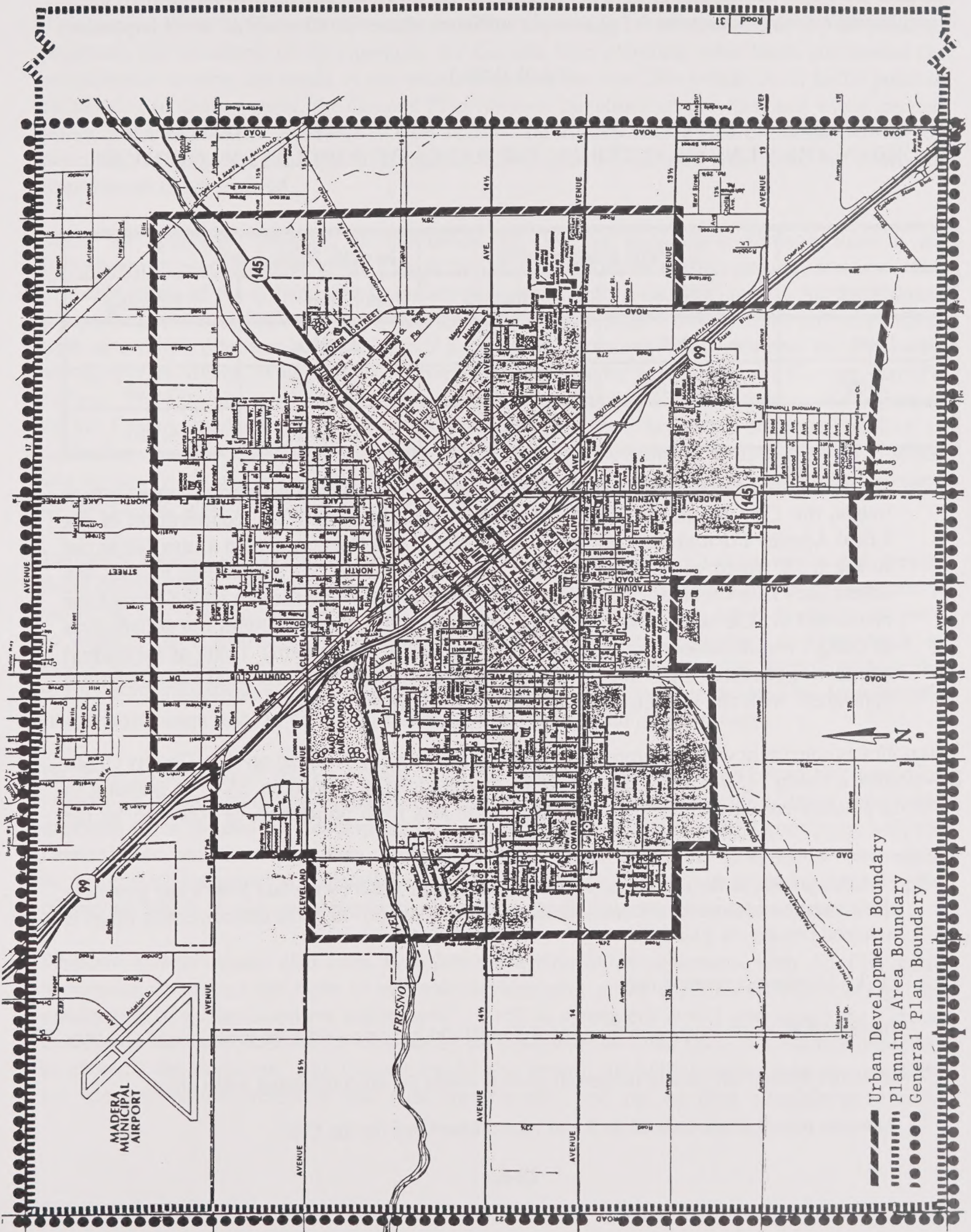
Under the assumptions of fringe area growth described previously (80% absorption of vacant lots by 1997), the total population and households of the Madera Urban Area would increase as shown in Table III-1.

Annexation to the Urban Development Boundary

The City's Urban Development Boundary (UDB) is shown on Figure III-1. This boundary serves to indicate the unincorporated areas which the City, County and LAFCO feel that urban development is expected to occur over the next five years, and where proposals for development will be accepted and approved on the assumption of annexation to the City. Within the UDB, development proposals can be accepted and approved only in accordance with policies of the General Plan as depicted on the General Plan Diagram.

FIGURE III-1

URBAN DEVELOPMENT, PLANNING AREA AND GENERAL PLAN BOUNDARIES



As a practical matter, the Urban Development Boundary has not been changed in close to 10 years, with substantial acreage remaining in the north and east for development. Given the fact that LAFCO needs to consider criteria as required by law for development over the next 10 years, it would make sense to have the UDB provide sufficient space for 10 years of urban expansion.

TABLE III-1

INCREASES IN POPULATION AND HOUSING UNITS FOR THE MADERA URBAN AREA UNDER ALTERNATIVE RATES OF POPULATION GROWTH

	Growth Rate = 3.0%		Growth Rate = 4%	
YEAR	Population	+ Housing	Population	+ Housing
Jan. 1990	42,200		42,200	
2000	57,420 ⁶	4,110 ⁷	62,250 ⁸	5,420
2010	70,400 ⁹	4,056 ¹⁰	82,200	6,230

5. Assuming that the Urban Development Boundary is adjusted properly to meet future needs, the City should develop an aggressive program, with the cooperation of the Local Agency Formation Commission (LAFCO) and the County, to annex lands out to the UDB which will be needed over the next 10 years. As a practical matter, the intent here is to reach agreement with LAFCO on all of the factors which State Law requires LAFCO to consider in order to favor an annexation, including satisfaction of CEQA requirements for adequate environmental assessment. Then, as individual properties become "ripe" for development, separate applications would be submitted consistent with the agreement between the City and LAFCO.

This policy is consistent with the proposed "Joint Resolution of Agreement on City-County Urban Development Policy" [Staff Draft dated 5/2/90] as contained in Appendix "A". In addition to covering policies on annexation, the Joint Resolution sets forth policies to be followed by the

⁶ Includes growth in the population of the urban fringe of 6,560 by the late 1990's and growth in the population of the city of 8,660. No further population growth in the unincorporated fringe is assumed beyond the year 2000.

⁷ @ 3.7 persons per housing unit

⁸ Includes population increase in the City of 13,490 and increase within the urban fringe of 6,560.

⁹ Does not include any further residential growth within the unincorporated urban fringe.

¹⁰ Assumes population/household @ 3.2 to reflect lower rate for the City.

City and County in managing all development within Madera's Sphere of Influence and Urban Development Area Boundaries.

This revised General Plan establishes the basis for expanding the urban pattern. By its policies, proposals and standards of development, the General Plan identifies what lands are needed for urbanization to meet the needs of the community over the next 20+ years. And, by its policies on phasing of development, the General Plan removes questions on whether, and when, needed public services will be available. Even where uncertainty may remain, annexation can be permitted as long as the City requires that development will not take place until off-site improvements are assured.

While an aggressive program of annexation will involve agricultural acreage, there is no impediment presented either to the City or property owner under current property tax law. The probable limits of the Urban Area Boundary will avoid lands under Williamson Act agricultural preserve contracts with the County. The agricultural landowner would not pay any more taxes with annexation than would be the case if the property remained unincorporated, but the owner would receive higher levels of police service than can now be provided by the County Sheriff's Office. The City also will inherit responsibility for road maintenance. However, the segments of the County road system involved are in reasonably good shape for continued service to agriculture, so that urban levels of improvement would not be required until conversion to urban use occurs. It should be noted that there is no immediate assumption of responsibility required by the City to undertake the costs of road reconstruction and repair.

Important benefits would also accrue to the City and the landowner. The City would gain greater State subvention monies to the extent that additional population is added by annexation, and it would be in a position to negotiate for a greater percentage of property tax if development were to occur after annexation. The City would benefit from a single consistent approach to development regulation, and it would be better able to determine its own destiny without the delays often associated with the annexation and environmental review process. This latter benefit is extremely important to attracting industrial and commercial development.

Property owners would further benefit from the assurance that their land eventually would be capable of urban development under the General Plan. Upon annexation, lands which are expected to be needed for development within 5-10 years would be zoned consistent with the General Plan land use designation. Lands that would not be needed for 10 or more years would be designated and zoned as Urban Reserve. These designations would be related to a single plan of service which would give priority to short-term needs for converting agricultural land.

Property owners would also have available the option of an agreement with the City upon annexation to protect the right to eventual development under the General Plan through the mechanism of a "Development Agreement". Such an agreement would also assure the City of certain actions and commitments required by the landowner as a condition of a future entitlement to eventual development. The County would also benefit, including having less responsibility for fire and police protection and road maintenance, and by avoiding administrative costs

associated with the development regulation process (e.g., engineering, planning, environmental review, zoning, building inspection).

If adopted and pursued as described above, Policy No. 5 will implement the principle that **"what is urban should be municipal"**, announcing to all parties interested in developing in Madera that the administrative and policy framework for accommodating new development of the right type, at the right location and at the right time, is in place.

Development Phasing and the Comprehensive Annexation Plan

Policies on development phasing are needed in support of the annexation program covered by Policy No. 5, above.

6. **Further urbanization under the General Plan shall be phased in consideration of the overriding policy of avoiding fragmentation of the urban pattern and strain on the ability of local government to provide adequate levels of public service. This should include concentration on the "in-filling" of vacant lands which have been by-passed by the urban development process. Any limits that might be considered by LAFCO on the time when lands at the urban fringe are allowed to develop in favor of requiring "in-fill" must be reasonable in consideration of constraints that may discourage in-fill.**
7. **The City should adopt a Comprehensive Annexation Plan (CAP) as the primary means of implementing its overall policy on annexation to the urban limit line, which addresses the major criteria and requirements of law that must be evaluated by the Madera County LAFCO before it can approve an annexation proposal.**

A Comprehensive Annexation Plan (CAP) is a statement and analysis of the City's growth plans, focusing in particular on the timing of growth and annexations needed to support that growth in light of all other appropriate considerations. The CAP has the purpose of providing LAFCO with a complete context for evaluating the likelihood of significant growth. Within this context, LAFCO can compare any proposed annexation to projected demand for growth and an appraisal of whether the existing supply of vacant land in the City can be expected realistically to develop first.

The CAP should be prepared in sufficient detail to explain the City's intentions, demonstrate that annexations are needed in light of growth potential and lack of development activity on other lands, and that additional annexations will not significantly inhibit the timely development of existing vacant lands in the City. The CAP would include a Master EIR, so that separate EIR's would not be required for later annexations proposed in accordance with the CAP and its EIR. LAFCO would be requested to adopt the entire CAP, enabling it to "sign off" on later proposals for annexation as they develop.

Revitalization

Where impediments to infill exist of a type which the City can act directly to correct, such as the need for street and utility improvements, housing rehabilitation or relocation and incompatible land use patterns, revitalization becomes an essential tool to improve the potential for expanded private investment.

- 8. Through its Redevelopment process, the City needs to expand its involvement in the revitalization of under-utilized lands, deteriorating business and housing areas, and areas where patterns of mixed incompatible land use are prevalent.**

Madera has joined most other growing cities of the San Joaquin Valley and several counties in equipping itself with the capability for redevelopment under the State Community Redevelopment Law. It is anticipated that the City will select one or more areas which exhibit varying degrees of blight, consistent with policies and proposals of the General Plan, which will enable the private sector to participate with the City in accomplishing the levels of rehabilitation and reconstruction that may be necessary to achieve full economic revitalization of the areas involved.

Population and Economic Policies

While population and economic growth often occurs as the result of outside forces and events, the City can influence the rate and character of growth which does occur through policies and proposals of the General Plan:

- 9. The City should continue to seek diversification of employment opportunity through industrial and commercial expansion. This can be achieved by encouraging the location of "footloose" industries and services which are not related to agriculture as well as those which are, and which can demonstrate by controlled methods of operation that they will not adversely affect the community or pose unnecessary risks to public health.**
- 10. In connection with Policy No. 9, above, the City should adopt standards of industrial performance as part of, or which can be administered in conjunction with, the City's Zoning Ordinance (e.g., during the environmental review process).**
- 11. Through its participation in private and county-wide efforts to improve conditions of economic development, including Enterprise Zone programs, the City should continue to give high priority to strengthening existing industries and commercial operations by emphasizing the importance of attracting new commerce which will provide support for existing establishments.**

Policy No. 11 follows a logical concept having application for other aspects of community improvement by concentrating and building upon known strengths and advantages. Of special importance is the need to capitalize on the ability of existing industries and services to expand their markets and/or operations so as to create new employment opportunities within the

community. While continued efforts toward attracting new industry will be important, the strengthening of the economic positions of literally hundreds of small and medium-sized business operations under the Enterprise Zone programs can yield early positive results toward carrying out other development policies of the General Plan.

Policies Resulting from the Comprehensive Land Use Survey

A comparison of the statistical and mapped results of the Land Use Survey conducted in 1990 indicates several significant conclusions that have importance for General Plan policies and proposals. They are presented below by topic as major factors and policy considerations affecting future development.

Residential Development Patterns:

The planning area contains approximately 8,860 acres, of which only about one-third is developed. Even though the percentage of developed land is small, a considerable amount of in-fill has occurred since the last comprehensive land use survey in 1967. Most of the in-fill has occurred in the area north of the River and east of the S.P. Railroad, extending north to Avenue 17 (Areas I and II, Figure II-2, page II-3).

The most scattered pattern of urban development continues to be located within Area I (see Figure II-2). This area has about 1,626 acres of undeveloped land which is mostly vacant and fallow. Only a small amount of acreage is in agricultural use. Sufficient unsubdivided vacant land exists in contiguous patterns to accommodate 4,500 - 5,000 housing units and upwards of 16,000 people.

The following policies are recommended to deal effectively with this opportunity:

- 12. The City should encourage the development of vacant lands within Area I (Figure II-2), based on a Specific Plan which demonstrates how new and existing street and lot patterns can be efficiently integrated to create viable residential neighborhoods to meet much of the future demand for median income housing. New development should be phased generally from south to north to reduce the costs of extending municipal utilities into the area.**
- 13. The Specific Plan should also identify existing small pockets of substandard housing to be rehabilitated on-site, relocated and rehabilitated at other sites, or demolished to eliminate obstacles to new residential investment.**
- 14. The Specific Plan should also indicate the major requirements for the extension of water, sewer and drainage systems to new housing areas, and provide for connections to existing residential development that would remain.**

These related policies would significantly reduce dependence on the conversion of prime agricultural lands in southern and western reaches of the urban fringe to meet future housing

needs of the community, and they would take advantage of and reinforce the major new commercial development taking place along the Country Club Drive corridor. Success in this endeavor would also improve the long-range feasibility of providing centralized water and sewer systems to much of the developed residential lands north of Avenue 17.

Areas within the City limits which are most in need of housing rehabilitation lay within Areas II and V (see Figure II-2) on either side of the Fresno River, and south and east of Yosemite Avenue within Area V to Olive Avenue on the south and Road 28 on the east. For the most part, these areas are served by municipal utilities. However, deteriorated housing conditions, mixed land use and inadequate street improvements combine to adversely affect the physical and economic character of these neighborhoods.

Through its successful programs of housing rehabilitation, involving more than 300 units, the City has made significant strides with eliminating conditions of deteriorated owner-occupied housing in recent years, and some gains have been realized with rental units. While more progress in housing rehabilitation is possible and should be sought, the appearance and functions of the street system (lack of curb and gutter, inadequate or no paving, and insufficient width) now stand as major factors in discouraging new housing investment within these areas. The following policies are recommended to overcome these obstacles:

15. **Separate specific plans or neighborhood plans may be appropriate for some areas of the City. Completion of the City-wide rezoning program will be the next step or phase in the implementation of the General Plan. However, in those areas or neighborhoods where such further planning is determined to be appropriate by the Planning Commission and/or City Council, required rezonings for the purpose of General Plan consistency need not be initiated until adoption of those specific or neighborhood plans. Existing zoning in those areas shall regulate land uses and, if development trends warrant, could be subject to development of a special interim overlay ordinance which requires Planning Commission and City Council confirmation of all proposals for new or expanded uses.**
16. **The elimination of excessive area in streets which is not necessary for traffic circulation, and which should be returned to the tax rolls for private use.**
17. **The elimination of parallel minor streets for through traffic within residential areas by selective partial closure and redesign of intersections, and by the selected partial closure of minor street intersections with elements of the Arterial street system.**
18. **The institution of programs of comprehensive street improvement through combining efforts involving owner participation, Block Grant, transportation improvement funding, use of assessment districts and other sources of funding to be made possible by recent approval by Madera County voters of increases in the sales tax.**

The preparation of Specific Plans for sub-areas will allow people of similar neighborhoods to participate fully in the process, and to have a major say in final policies of each Plan. While

there is much to be said for seeking uniform features of success among neighborhoods, the realities demand that approaches in each area be allowed to be different as necessary to reflect the conditions, attitudes and aspirations of the residents of each area.

For the most part, multi-family housing concentrations are well located along segments of the Arterial street system, creating few problems of traffic congestion within predominantly single-family housing areas. Multi-family housing is also widely distributed among neighborhoods. The distribution of multi-family housing as a percentage of developed acreage among the sub-planning areas shown on Figure II-2 is as follows:

-	Areas I & 2	-	8.4%	(37% in mobile home park)
-	Area III	-	16.4%	(All mobile home/RV park)
-	Area IV	-	5.0%	
-	Area V	-	6.6%	

Other than the vacant land pattern in Area I discussed above, the greatest potential for residential in-fill is within Areas III and IV, close to the alignment of Schnoor Avenue. The greatest potential for close-in residential expansion on lands located at the fringe of the existing urban pattern is within Area IV east and west of Madera Avenue and north of Avenue 13.

Development policies for multi-family areas are recommended, as follows:

- 19. **Given the distribution of existing and proposed community/regional retail centers, it is recommended that multi-family housing sites be "reserved" for vacant lands close to these commercial centers. This would include lands along or in the immediate vicinity of the Schnoor Avenue corridor north of the River to Avenue 16, and between Sherwood Way and Adell Street east of Country Club Drive.**
- 20. **The best locations for multi-family development need to be preserved to avoid later pressures for multi-family proposals at locations which would introduce traffic and land use conflicts in areas that should be retained for single-family development.**

Commercial Development Patterns:

The distribution of retail commercial centers (existing and under development) is such that the Central Business District (CBD) has already become a center for specialty stores, professional offices and financial institutions. It appears that further commercial expansion of the CBD would best be in support of these roles, provided that a downtown improvement program is undertaken to encourage new private investment. Similarly, physical improvements and amenities are needed at the strip shopping centers located near the intersection of Olive and Madera Avenues, and along Howard Road west of Pine.

Development policies for major commercial areas are recommended as follows:

21. **The City's Redevelopment program should be used as a tool to develop and implement a plan for the revitalization of the CBD, including lands extending south from the Fresno River to 9th St./Sunrise Ave., and east from the Freeway to Vineyard Avenue.**
22. **The Howard Road and Olive Avenue commercial strips are in need of internal physical integration of drives and parking areas among separate ownerships in order to reduce the number of points of entry and exit required along Howard, and therefore to improve the Arterial street function and safety along Howard where on-street parking is not permitted because of the narrow curb-to-curb paved section.**

The Land Use Survey clearly indicates that the City is in need of a center for commercial service activities. The closest thing to a center is the mixture of service commercial along Gateway Drive, and along sections of C,D and E Streets within the Central Business District.

23. **Two types of service commercial areas are needed: 1) a center which caters to the service needs of other commercial enterprise, and industry; and 2) a center which caters to the need for household-oriented commercial services.**

A center which caters to the needs of other commercial enterprise usually involves large semi-open sites, while the household-oriented center needs medium to small sites for a clustering of services needed by the homeowner.

24. **Large sites for the open storage of equipment and supplies should be located at peripheral sites. Locations of high visibility, such as sites close to the freeway, should be fenced and landscaped to assure a good image as viewed from the freeway.**
25. **Further residential development in the triangle formed by the Airport, Freeway 99 and Avenue 16 should be precluded by redesignating the area closest to the Airport Business Park on the south for Service Commercial use in support of industries and/or the service needs of other commercial activities.**

The Redevelopment Project Area being studied by the City includes diverse areas exhibiting mixed patterns of land use which will become practical barriers to any attempts to designate mutually exclusive categories of land use.

26. **All categories of land use depicted by the General Plan for application to that part of the Redevelopment Project Area that encompasses the Central Business District should be given a " - Mixed Use" combining land use designation to provide the flexibility needed to improve land use conditions under present uncertainties as to the types of land use that may be proposed for specific properties over time.**

Notwithstanding the good design that exists for many individual building sites, virtually all established commercial areas convey the impression of lacking the visual amenities afforded by good site planning, architectural design, landscape design and site maintenance. In some cases,

an almost brutal visual relationship exists between the appearance of a commercial site and an adjacent residential area. In other cases, disorganized and often ugly outdoor storage areas adversely affect the character of commercial streets.

Industrial Development Patterns:

Industrial development patterns are concentrated and well-established in the southwestern sector of the community, and in the northwestern sector at the Airport Business Park. It is fortunate that the long strip of industrial use proposed by the existing General Plan along the east side of the S.P. Railroad has not borne fruit so as to avoid conflict with developing residential areas to the east. The lack of easy access is at least partly responsible for this lack of development.

- 27. The industrial area previously proposed along the east side of the S.P. Railroad and Sharon Avenue, between Avenue 17 and the commercial center along Country Club Drive at Sherwood is deleted in favor of residential development separated from these facilities by ornamental sound walls and landscaped buffers.**

Environmental Resources within the Planning Area

Environmental resources within the planning area are essentially limited to the Fresno River channel and to prime agricultural lands to the south and west of the community. While riparian vegetation has for the most part been eliminated along the river channel, the meandering character of the channel and its location through the heart of the community provides an open space corridor which is almost four miles in length, with an area of approximately 150 acres.

While two strips of land along the River are maintained by the City as pedestrian parkways (along Riverside Drive in Area II and along Riverview Drive in Area IV, Figure II-2), the River environment remains essentially inaccessible and undeveloped as a corridor of scenic quality that can be utilized and appreciated by the people of the community. As an environmental resource, the river channel has been neglected as a feature of the urban pattern.

- 28. Having a river channel is a plus which Madera should take maximum advantage of in developing plans for the revitalization of older neighborhoods along the river. The central location of the River channel within the urban area offers a singular opportunity to enhance and integrate the channel with the areas through which it passes as a functional and aesthetically desirable open space corridor. As a minimum, a meandering pedestrian and bikeway path should be established above the mean water line (but below the flood line). Accessibility to the path would be provided by small pocket parks at locations which are logical focal points of streets which are perpendicular to the alignment of the river. In the center of town, such pocket parks should be connected by corridors above the flood plain similar to the one along Riverside Drive. Development costs could be met largely by new private development along the river encouraged by the Redevelopment process.**

Some flexibility is proposed regarding the final selection of sites for Parks and Recreation and Public Facilities shown on the General Plan Diagram.

29. **The Open Space designations of the General Plan for the purpose of Parks and Recreation, as well as the Public Facility designations which have not yet been acquired, are intended to be floating designations. The actual locations, type and extent, as well as procedures for implementation of the proposals, are to be established through adoption of Specific Plans for the area and/or Master Plans for development of the facilities. Zoning to implement the General Plan in these areas shall be held in abeyance pending completion of those plans and initiation of acquisition proceedings. Private developments in the same areas shall be evaluated in accordance with this policy, and any approvals based on the status of more detailed plans completed at the time.**

With respect to agricultural land preservation, it is inescapable that prime lands will be converted to urban use by continued expansion of the community. However, some off-set will result if contiguous vacant lands in Area I are designed for residential use as recommended under policies 12.-14., above.

PART IV

COMMUNITY DEVELOPMENT ELEMENT

SECTION A - LAND USE

INTRODUCTION

The following text, when taken together with the General Plan Diagram, sets forth the body of policies and proposals which are to provide the basis for the zoning and development of all public and private land within the community. Land use categories included in the text and on the Diagram are described under proposals for Land Use in Section A of the Community Development Element. Proposals for Circulation and Traffic are described in Section B, and proposals for Housing appear in Section C. As background to land use proposals, growth characteristics and population and household projections are provided below.

Major Changes in Growth and Development Since 1980

The last major update of the Land Use Element was prepared and adopted in 1982. Major changes recorded for the ten year period ending January 1, 1990 are summarized below:

Residential Growth:

1. The population of the City increased by 6,350, from approximately 21,730 to 28,080, resulting in an annual average population growth rate of 2.92 percent. This rate was substantial despite the economic recession in the housing industry during the early 1980's when housing starts were way below normal for several years.
2. The number of residential households increased by 1,890, from 7,360 to 9,250.
3. The number of housing units increased by 1,930, from 8,240 to 10,170.
4. The population per household for the new population added was 3.36.
5. The housing vacancy rate dropped from 10.7% to 9.0%, with a low of 8.7% in 1984.
6. The "urban area", which includes the unincorporated subdivisions in the northern fringe (e.g., Madera Acres) grew in population from 31,660 to 42,200.

Non-Residential Growth:

Non-residential growth and change over the 1980-1990 decade has been significant in both the commercial and industrial sectors. With an employment increase of almost 8,100 jobs during the decade, Madera has reached a milestone where many in the labor force now commute to Madera from other communities for jobs. This is somewhat of a reversal from the long-standing pattern

where the out-commute of residents to jobs in other communities was far greater than the in-commute and is a direct outgrowth of the highly successful efforts of the City's/County's economic development program in attracting new industries. This program has been so successful that relatively little vacant acreage remains in the City and private industrial parks in the southern reaches of the community west of the State Route 145. Significant strides have also been made in attracting industries to the Airport Business Park north of the City.

Madera has come into its own as an attractive location for new industry that is both "footloose" as well as related to the surrounding agricultural economy.¹ This has come about by deliberate planning and promotion, along with designation as a State Enterprise Zone. With a substantial number of new jobs coming on line, housing construction activity is on the increase after a period of relative quiet in the housing industry. Another factor of significance is construction of the State Correctional Facility for women north of the community which substantially enlarges the size of the work force in the local sub-region.

During 1990, large-scale retail commercial expansion occurred, including a complex of stores on either side of the Cleveland Avenue interchange with Freeway 99 involving Walmart, K-Mart, and Mervyns department and variety stores as anchors.

Projections of space requirements for commercial and industrial land were provided (along with projections for all other categories of private and public use) during the General Plan update program in an economic profile prepared as a companion document.²

POPULATION AND HOUSING PROJECTIONS

Population projections which underlie proposals of the Land Use Element reflect the assumption that population and housing increases will occur in the range of 6% during the remainder of the 1990's in order to meet the pent up demand for housing generated by increases in industrial and commercial employment. This would create a City population of about 50,000 by the year 2000 as shown on Figure IV-1. For the period 2000 to 2010, the rate is expected to modify to somewhere in the 3% to 4% range. The incremental increases in population and housing growth that would occur under a 6% growth rate to the year 2000 and a 4% rate thereafter to 2010 is shown in Table IV-1.

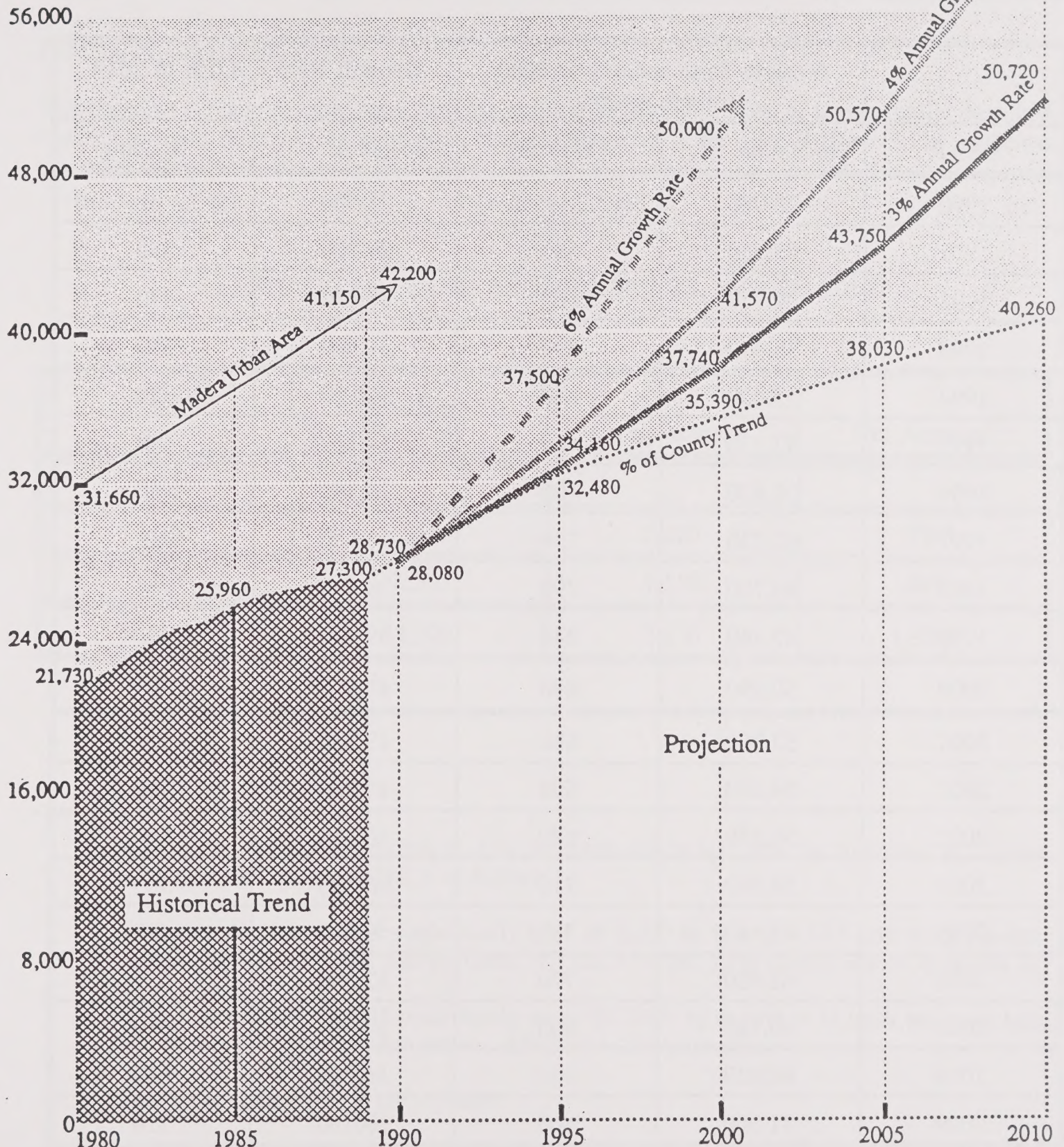
A key factor in the equation for projecting housing requirements is the number of persons per household. Housing projections of Table IV-1 are based on the assumption that average household size will be approximately 3.2. This is reasonable for Madera because young families with children comprise a high percentage of total households, and this trend is expected to continue.

¹ The term "footloose" refers to industries which are not tied to the agricultural economy, and which can locate in any one of many communities where factors of labor supply, transportation, available housing, availability of land and utilities, and amenities of living are favorable.

² Grunwald & Associates and John Cone, *An Economic Profile for the City of Madera, California*, April, 1990, see Section 13, Projected Land Usage--1987 to 2010.

FIGURE IV-1

POPULATION TRENDS & PROJECTIONS, 1980-2010



Sources: 1980-1988 State Department of Finance

1985-2010 Projections include "percent of County" trend (see Text), the 3% and 4% projections by Grunwald (Basic Studies report, page 5), and 6% projection by City Planning staff (Jan. 16, 1990 memo on "Future Growth Trends").

File Ref: \Cities\Madera\Pop Trends Chart 30-10 3/30/90

TABLE IV-1

**INCREMENTAL INCREASES IN POPULATION AND HOUSING UNITS
UNDER ALTERNATIVE ANNUAL AVERAGE RATES OF POPULATION GROWTH**

	Growth Rate = 6.0% to 2000 and 4% to 2010		Growth Rate = 4.0% to 2010	
YEAR	Population	+ Housing	Population	+ Housing
Jan. 1990	28,080	[@3.2 per/unit]	28,080	[@3.2 per/unit]
1991	29,760	530	29,200	350
1992	31,550	560	30,370	370
1993	33,440	590	31,590	380
1994	35,450	630	32,850	390
1995	37,580	660	34,160	410
1996	39,830	700	35,530	430
1997	42,220	750	36,950	440
1998	44,750	790	38,430	460
1999	47,440	840	39,970	480
2000	50,290	890	41,570	500
2001	52,300	630	43,230	520
2002	54,390	650	44,960	540
2003	56,570	680	46,760	560
2004	58,830	710	48,630	580
2005	61,180	730	50,570	610
2006	63,630	770	52,590	630
2007	66,180	800	54,690	660
2008	68,820	830	56,880	680
2009	71,560	860	59,160	710
2010	74,440	<u>900</u>	61,520	<u>740</u>
		14,500		10,440

For purposes of projecting total residential land requirements, the high population and housing projections of Table IV-1 are realistic in that they also provide a cushion for choice in the land market for those lands which may be kept off the market for a variety of reasons for several years.

Residential Land Requirements

Translated to acreage requirements, and assuming a 70% to 30% ratio of single family detached housing to multi-family units, residential land requirements to the year 2010 would be as shown below in Table IV-2.

TABLE IV-2
RESIDENTIAL LAND REQUIREMENTS, 1990 TO 2010

YEAR	Added Housing Units Required	Gross Acreage ³	Net Acreage ⁴
1990			
2000	6,940	1,020	790 ⁵
2010	7,560	1,110	860
TOTALS	14,500	2,130	1,650

³ Includes area in streets, assumed at 25% for single-family and 10% for multi-family. Typical calculation (for the year 2000) is as follows:

6,940 units @ 70% = 4,858 single-family units, @ 6,000 sq. ft. lots = 5.45 units per gross acre, assuming 25% of the gross area in streets. $4,858/5.45 = 890$ gross acres (rounded to nearest 10)

6,940 units @ 30% = 2,082 multi-family units, @ 2,450 sq. ft./unit = 16 units per gross acre, assuming 10% of gross area in streets. $2,082/16 = 130$ gross acres.

Total gross acres = $890 + 130 = 1,020$

⁴ Excludes area in streets; the net amount of land available in single-family lots or multi-family sites.

⁵ Net acreage: Single-family = $890 \times .75 = 670$; Multi-family = $130 \times .90 = 120$; Total = 790

POPULATION HOLDING CAPACITY AND RESIDENTIAL PRIORITIES

The projected theoretical population holding capacity as depicted by the General Plan Diagram is approximately 74,500, providing for an additional population of 46,400 on about 2,610 gross acres of land (including streets) and a net acreage of about 2,000 acres of residential land (excluding streets). About 25% of the gross acreage, from about 800’ north of Ellis to Avenue 17 and east of Country Club Drive to the Santa Fe Railroad on the east (about 650 acres) is considered as being adversely affected by the lack of municipal water and sewer utilities.

The General Plan calls for the preparation of a Specific Plan for the entire area north of Ellis Street to Avenue 17, including street and utility design and methods of financing infrastructure. Until this is accomplished, the amount of land available for development is effectively "off the market" for development. To adjust for this unavailability, an equivalent amount of acreage is provided at other locations, mostly designated as Low Density "Reserve". Reserve areas are intended to suggest a timing of development generally after the year 2000. This additional acreage also provides a margin considered necessary for developer choice, given such factors as high speculative land price, unwillingness to sell, high costs of site improvements and desire to continue farming. Overall, there are approximately 920 acres designated as Low Density Reserve, divided fairly evenly between eastern and western parts of the urban pattern. [Note: also see the further discussion of "reserves" in this section.]

While the theoretical population holding capacity of the Plan is close to 75,000, the practical holding capacity is closer to 62,500 unless utilities are provided to northern and eastern parts of the urban pattern, and unless lands are redeveloped where vacant lands are interspersed with incompatible land use and/or deteriorating housing. The distribution of anticipated population growth and residential expansion favors the areas north, east and west of the urban pattern rather equally, assuming that obstacles to the provision of sewer service in north and east areas are overcome. Residential expansion to the south is modest by comparison because of the extent of existing and planned industrial expansion in this area. Little expansion is anticipated in the eastern and southeastern parts of the urban area until additional sewer trunk line capacity is provided under the freeway near Avenue 13.

RESIDENTIAL LAND USE POLICIES AND PROPOSALS

Housing and Population Density Standards

The General Plan provides four basic categories of residential density as shown below. Please note that the definition of "net acre" is a gross acre less the area in streets.

<u>Density Category</u>	<u>Number of Housing Units per Net Acre</u>	<u>Population Density: Persons per Net Acre</u>
Very Low	1 - 2	3.3 - 7.2
Low	3 - 7	9.9 - 23.1
Medium	8 - 15	20.0 - 37.5
High	16 - 25	32.0 - 50.0

An important residential development policy is that the average number of housing units per net acre (rather than the maximum) is to be used as the basis for developer calculations of the number of units that are allowed. For example, the average number for the Low Density category is 5.0 units per net acre. The extent to which additional units may be allowed, up to a maximum of seven, is to be based on the merits of a request for the maximum. Such merits typically would include such factors as the density in any adjacent development, efficiency in street design, housing quality and proposed amenities.

For purposes of calculating population holding capacity, the average number of units per net acre was used for each density category, multiplied by the typical household size for each category. These calculations are discussed for each of the density categories in the descriptions which follow.

Very Low Density [VLD], generally involving lots greater than one-half acre in area, is intended for application to lands south of Avenue 17 and west of Country Club Drive and in the Parksdale area which have been developing in this manner. This location provides space within the City's future limits for large-lot residential served by central water and septic sewer systems, without blocking the extension of sewer lines as the community expands. The average number of housing units per net acre is 1.5, and the average population density per net acre is 5.0 based on a factor of 3.3 persons per household. Zoning compatibility with VLD development will require creating a new zoning district.

Low Density [LD], is intended to accommodate housing at a range of 3-7 units per net acre. Typically, LD developments will involve single-family detached housing on lots having a minimum area of 6,000 sq. ft. However, larger lots such as those provided in many of the newer subdivisions in western neighborhoods are encouraged. The average number of housing units per net acre is 5.0, and the average population density per net acre is 16.5 based on a factor of 3.3 persons per household.

Zoning compatibility with variations in LD development is provided by the R-A and R-1 zoning districts. The Planned Development (PD) process is available for application in LD areas as a means to achieve innovation in overall design, including a mixture of dwelling types and density transfer. However, **an important policy limitation of the PD procedure in LD areas is that density bonuses cannot be granted except as required under Government Code Section 65915.** Section 65915 requires that the City either grant a density bonus equal to 25% of the maximum number of housing units otherwise allowed in areas designated for residential use, or grant concessions in design and improvement standards or provide capital improvements equal to the differential value involved. This subject is discussed further under the Housing Element in Part C of Chapter IV.

Other than bonuses mandated by the Government Code, **density bonuses are not permitted within Low Density areas.** This is necessary in order to protect the integrity of areas already developed in Low Density that are adjacent or in close proximity to proposed new subdivisions in undeveloped LD areas. An example of incompatibility that can result is increased traffic generated by a density bonus project that depends on its access from streets serving established single-family housing on conventional lot sizes of 6,000 sq. ft. or more.

A critical residential development policy involves older residential neighborhoods which have been in transition to higher densities, and where there is a mixture of both existing zones and uses. In such neighborhoods, implementation of the General Plan through zoning amendments shall be in response to separate project proposals by individual property owners. Lower density zoning should be retained in those areas recommended for Medium or High Density Residential, but the proposed General Plan would be predominant in any new land use proposal. Each request for higher density development should be judged on its own merits relative to both site and neighborhood compatibility. Existing higher density zoning is to be retained as being consistent with the transitional character of the neighborhood.

Medium Density [MD] is intended to accommodate housing at a range of 8-15 units per net acre. This density provides for a wide variety of housing types, including zero lot line, duplexes, triplexes, fourplexes, patio homes on lots with reduced front yard setbacks, garden apartments, condominiums, townhouses, and mobile homes in mobile home parks.

MD areas shown on the General Plan Diagram are located in each of the planning areas of the community. They require location along elements of the Arterial and Collector street system, and generally are in close proximity to retail commercial centers. The average number of housing units per net acre is 12, and the average population density per net acre is 29.0 based on a factor of 2.5 persons per household.

Zoning consistency with General Plan designations of Medium Density is achieved by the R-2 zoning district provided in the Zoning Ordinance. Within the Medium Density category, several more specific designations (subcategories) may be provided in order to establish limits on the number of housing units to be allowed under the Zoning Ordinance. Consistency between subcategories of MD density and the Zoning Ordinance is achieved through application of the PD process.

High Density [HD] is intended to accommodate housing at a maximum of 25 units per net acre. This density range is reserved exclusively for lands along elements of the Arterial and Collector street system within walking distance of shopping districts. The average number of housing units per net acre is 21, and the average population density per net acre is 42 based on a factor of 2.0 persons per household.

Zoning consistency with the High Density designation of the General Plan is achieved by the R-3 zoning district. Within the High Density category, several more specific designations (subcategories) may be provided in order to establish limits on the number of housing units to be allowed under PD provisions of the Zoning Ordinance. The Zoning Ordinance will need amendment to assure consistency with the General plan. A special High Density category not shown on the General Plan Diagram is intended for application to above-ground floors of commercial structures within the Central Business District (CBD). The maximum number of housing units is the same as may be allowed in other HD areas.

Medium and High Density is also intended to encourage the private redevelopment of property in older residential areas. MD and HD is proposed in a number of locations both southerly and easterly of the Central Business District, in the corridor between the freeway and

Gateway Drive northerly of City Hall, and in the area between the Fresno River and Cleveland Avenue. In all cases, the intent is to create economic incentives for the gradual rehabilitation and/or replacement of older residential units through private action, while assuring opportunities to meet low/moderate income housing needs of the community.

As a practical matter, many older housing units remain physically sound with many years of remaining useful life. However, properties with unutilized yard areas or housing units in various stages of deterioration would benefit from policies that encourage the construction of additional housing units on single-family properties, or the removal of existing units in favor of duplexes, triplexes, fourplexes and small apartment complexes. For the most part, HD designations for these purposes are applied to lands having access to elements of the Arterial and Collector street system, whereas Medium Density designations are applied to properties along Minor streets.

The selective mixing of single-family and multi-family development within the older residential areas listed above offers the most practical solution to maintaining and extending the useful life of these areas while meeting the community's full range of housing needs. An added benefit of this policy will be to reduce the amount of agricultural land conversion otherwise needed to meet housing needs.

Residential Reserves

Residential Reserves are shown for both the Low Density and Medium Density categories. These designations are intended to indicate lands that generally are not intended for development until after the year 2000 in order to maintain an orderly pattern of residential expansion and an approximate 70% - 30% ratio between Single-Family and Multi-Family development. Reserves also provide a relief valve where non-reserve lands are not made available for development.

All lands designated Residential Reserve are currently in agricultural use. **While it is the intent of the General Plan to encourage the development of non-Reserve status lands in priority over those shown as Residential Reserves, this policy is not intended to be absolute as a controlling factor in guiding the residential development process.** The elimination of a "Reserve" designation can be accomplished through General Plan amendment.

Criteria which may indicate the need to eliminate Reserve status include all of the factors previously described that may affect the unavailability of non-reserve status land (owner decision, speculation, excessive price, estate or trust limitations, or excessive cost of extending or providing water, sewer and drainage utilities or extending city streets). Other criteria may involve major increases in housing demand brought about through significant new local employment, and desire by the City to at least temporarily increase the rate of annual growth envisioned by the General Plan. Where unavailability of non-reserve status land is claimed, the burden of proof rests with the land owner and/or developer to make the case in support of General Plan amendment, including certified evidence where appropriate as determined by the City Planning Commission and/or City Council.

Lands lying west of North Granada Drive between the Fresno River and Avenue 16 require special consideration due to conditions and circumstances that exist. They include: issues related

to traffic congestion; the need to expand the circulation system north of the Fresno River, including arterial streets and Highway 99 interchanges; airport issues, including health, safety, noise and compatibility concerns for residential uses in close proximity to the airport; extension of public services and facilities, including schools; and, access for emergency services, including police, fire, and ambulance services. On this basis, it is the intent of the General Plan to retain a Resource Conservation (RC) designation on some of the lands west of North Granada Drive, and to place a Low Density Residential Reserve designation on other lands as shown on the General Plan Diagram, thereby retaining potentially viable commercial agricultural lands until a future time when the above issues are adequately addressed.

Development Policies and Standards for Medium and High Density Areas

All undeveloped land shown for Medium or High Density on the General Plan Diagram shall be developed in accordance with the following development policies and standards:

1. The extent and rate at which multi-family development is allowed to occur during a given year shall be governed by realistic demands in the housing market. Unsubstantiated local market potential for multi-family proposals may be grounds for project disapproval, even though multi-family use is called for by proposals depicted on the General Plan Diagram or as described in the General Plan text.
2. Multi-family projects shall include net site area developed as landscaped open space, including front, side and rear yard areas required by the zoning ordinance. A percentage of net site area, excluding required yard areas, shall be developed for the common recreation use of tenants. Minimum facilities may be required for common recreation areas. Examples include totlots for pre-school children, and passive recreation areas for lounging, sun bathing, barbecuing, quiet conversation and reading, and including area to be shaded by trees and/or shade structures.
3. Permits for multi-family projects shall be approved for a specific maximum period of time as established by the Planning Commission and/or City Council.
4. Where multi-story housing units are proposed adjacent to existing or planned Low Density areas, building elevations and the location of windows, balconies and air conditioning units above the first story shall be reviewed by the City to assure visual compatibility and residential privacy.
5. Flexibility should be allowed by applying a lesser standard in the amount of off-street parking required for senior citizens housing (one space), and for studio and one bedroom apartments (1.5 spaces)v. apartments with two or more bedrooms (2.0 spaces). For senior citizens, adequate open space is needed to permit an eventual ratio of 2.0 off-street parking spaces per housing unit if the development is ever converted in whole or in part to rentals or condominiums which no longer are intended for occupancy by senior citizens.

6. Notwithstanding the provisions of Item 5, above, all multi-family housing projects shall provide off-street parking for visitors at locations reasonably central to the units to be served at the rate of one space for each four (4) units.
7. Site development and maintenance shall be in accordance with a comprehensive landscape development plan, including automatic irrigation.

COMMERCIAL LAND USE POLICIES AND PROPOSALS

Community Commercial

The Community Commercial land use designation is the primary retail commercial land use category. A broad range of commercial uses would be permitted in these areas, along with professional offices, and residential uses subject to special review. Community Commercial centers are intended for major "shopping goods" such as apparel, general merchandise, department stores, specialties, jewelry, home furnishings and appliances which more appropriately belong in the Central Business District or large Community Commercial shopping center. These areas are generally located in the more intensely developed areas, along Arterial or Collector streets, or at the intersections of the community's major streets. The Community Commercial designation is where major shopping centers would be located, and where community-wide as well as some regional commercial needs would be satisfied.

The Central Business District (CBD):

The CBD remains as the center for retail commercial, business and financial services, dining and entertainment. As shown on the General Plan Diagram, it is to be expanded to encompass a "T"-shaped area generally bounded by the Fresno River and Fourth Street on the north, "C" and Lake Streets on the east, and "E" Street on the west. Revitalization and expansion of the CBD is to be achieved under the City's redevelopment program. Major features to be considered for the CBD should include the following:

1. Application of an architectural review process for all new building and remodeling. [Note: this policy also applies to all of the area included within the City's central redevelopment area.]
2. Development of Yosemite Avenue and "C" Street as central landscaped corridors. Examples of design features to be considered include angle parking, mid-block crosswalks, street furniture, tree planting and building facade improvement.
3. Complementary angled parking and landscaping may be appropriate for other streets within the CBD which are either perpendicular or parallel to Yosemite Avenue and "C" Street.
4. Additional off-street parking to satisfy the need for all-day static parking of owners, managers and employees of downtown businesses and public service activities, in order to release additional on-street spaces close to businesses for customers.

5. Eventual commercial expansion northwesterly to the Fresno River along the "B", "C" and "D" Street corridors and southeasterly along the "C" Street corridor.
6. The redevelopment of selected properties to encourage and accomplish commercial expansion.
7. Encouragement of above ground floor residential use as a means to assist in achieving financial feasibility of ground floor commercial development of parcels now occupied with older residential use.
8. Encourage business and medically-related office development at the periphery rather than at the core of the CBD.
9. The gradual replacement of illegal signs.

The General Plan designates the entire Central Business District as a "Mixed Use" area, to be rehabilitated through the City's redevelopment program. Use arrangements are to be made physically, functionally and aesthetically compatible by design.

The mixed use concept provides the flexibility needed to improve land use conditions in the corridor under present uncertainties as to the types of uses that may be proposed for specific properties over time. Under Mixed Use, in addition to the Community Commercial shown on the General Plan Diagram, the following selected categories of land use not shown on the General Plan Diagram would be eligible for consideration within the CBD part of the Redevelopment Project Area through application of a Mixed Use (MXU) overlay district under the Zoning Ordinance:

1. Regional Commercial
2. Offices
3. Selected Commercial Service uses
4. Residential

Community Commercial Areas Within the Redevelopment Project Area:

The Redevelopment Project Area established by the City's Redevelopment Agency covers a broad area of the City where varied types of physical/social/economic blight are apparent. In addition to the Central Business District, existing (and expanding) major community commercial centers within the Redevelopment Project Area are located along the Cleveland Avenue and Country Club Drive corridors, along Gateway Drive, along Olive Avenue west of the freeway and along Howard Avenue between Pine St. and Schnoor Ave.

Further expansion of these community commercial areas is envisioned by the General Plan, with the assistance of the redevelopment program where appropriate. Specific development plans are to be prepared for each of these area to eliminate blight that remains and assure that these areas will continue to make major contributions to the economic well-being of the community.

Regional Commercial Centers

The General Plan recognizes the longer-range potential for the establishment of one or two Regional Commercial centers to serve the retail needs of the larger sub-region extending to the west side of the San Joaquin Valley, northwesterly to Chowchilla, northeasterly to the Oakhurst area and southerly to the San Joaquin River. A regional center typically would be anchored by several department stores, with a variety of stores to provide the full range of retail goods needed by a regional population of more than 100,000.

Two areas are proposed for eventual consideration as regional centers. One area is at the south end of the Central Business District and the other is the County Fairgrounds site. The Fairgrounds site. The first location, at the southern end of the Central Business District, would require redevelopment of several blocks (including street abandonment) to create a site of sufficient size to attract one or more department stores and discount stores as anchors for the extent of commercial expansion envisioned for the CBD (as described above). As a word of caution, the opportunity for this alternative should be explored first before considering the Fairgrounds or any other site. If the market potential develops, aided by the City's redevelopment program, this alternative becomes critical to meeting all other objectives for rehabilitating and expanding the CBD.

The Fairgrounds site would become logical only if the first alternative does not prove feasible, and further provided that a feasible means of managing the complexities of traffic movement generated to and from the freeway and the Fairgrounds site can be devised. Assuming adequate traffic management and economic feasibility, the Fairgrounds site is otherwise ideal for the purpose. The high sale value of the property would permit relocation of Fairgrounds facilities and functions to another site accessible from the freeway where future urban encroachment would not be anticipated.

Office Areas

Although offices are permitted uses under the zoning ordinance in the CBD and other Community Commercial shopping areas, there is also a need for office centers apart from but often in proximity to retail centers and to hospital services. Office centers are shown on the General Plan Diagram along Country Club Drive at Adell, in the vicinity of Cleveland Avenue and Schnoor, at Olive and Road. 28, along Almond Avenue west of the Community Hospital and along West Yosemite Avenue.

Neighborhood Commercial

Existing and expanding Neighborhood Commercial centers are included on the General Plan Diagram. Such centers are intended primarily to meet the every day convenience goods needs of people residing within the surrounding residential neighborhoods for retail "convenience goods" and personal services. A neighborhood center typically is anchored by a supermarket, with other stores and shops for drugs, liquor, deli, bakery goods, ice cream shop, gift shop, coffee shop, fast food, sandwich shop and hardware.

Services might include small appliance repair, barber, beauty salon, self-service laundry, shoe repair and exercise and diet centers. Office services might include medical, dental, accounting, insurance and a variety of other business and professional services oriented toward household needs. Public and semi-public uses might include a branch library, day care, lodges, churches, and small education and training centers.

Service Commercial

Generally, Service Commercial centers provide a variety of services to households, other commercial activities, industry and agriculture. The potential for Service Commercial expansion is well accommodated by lands at various locations along the Freeway 99 corridor, along the "E" Street corridor adjacent to the CBD, along the State Route 145 corridor between Almond Avenue and Avenue 13, and along the west side of Granada Avenue between Almond Ave. and Avenue 13. Service Commercial can also be accommodated within Light Industrial areas. Generally, Service Commercial uses requiring large sites and open storage would locate in more outlying areas, whereas uses with smaller and less intense site requirements would be located along "E" Street adjacent to the Central Business District. Uses having smaller site requirements often involve services in support of Central Commercial activity centers or for services to households.

Highway Commercial

This designation is limited to businesses or services that rely on visibility from highways and/or serve the needs of the traveling public. It is intended to encourage development of open, uncrowded and attractive projects that will enhance the major thoroughfares on which they are located. Small scale businesses and general commercial uses that do not fit these criteria would not be allowed. Uses that generally are dependent on a regional as well as local population for their support would be encouraged.

It is intended that areas with this designation would have good highway access and would not be developed until all urban services are available. Highway Commercial would be located at the Freeway 99 interchanges with Avenues 17, 16, 12 and East Almond Avenue. The Avenue 17 and 12 locations could be considered for truck stop facilities. The following uses would be typical of those allowed in Highway Commercial centers: motels, restaurants, service stations, regional auto malls, factory outlet shopping centers, RV, boat and mobile home sales, transportation services, and government services relying on highway access.

Development Standards for Commercial Areas

The following development standards shall apply within commercial areas:

1. All lands within the Redevelopment Project area shall be subject to such additional standards for Site Plan and Architectural Review as may be imposed by the Redevelopment Agency. All proposed projects shall first be approved by the Agency as to use prior to Site Plan Review by the City Planning Commission and/or Community Development Department staff.

2. Commercial site boundaries adjacent to residential areas shall be visually screened with ornamental masonry walls and landscaping. Wall height is to be determined and approved as part of the site plan review process.
3. All outdoor storage areas shall be visually screened with ornamental fencing or walls, and landscaping.
4. Shade trees shall be provided within off-street parking areas as determined under site plan review. Generally, the standard shall be a ratio of one tree per five lineal spaces, placed along the line between parking bays, with trees at both ends of a line of parking spaces.
5. Street trees and frontage landscaping, with automatic irrigation, shall be provided for all commercial sites outside of the CBD, and may be required by the City within the CBD.
6. The use of drought tolerant plant materials shall be encouraged.

INDUSTRIAL LAND USE POLICIES AND PROPOSALS

Industrial Areas

Industrial development will continue to be encouraged in the major industrial park expansion area of southwest Madera, at the Airport Business Park south of Avenue 17 and adjoining lands, and along the Santa Fe Railroad south of Yosemite Avenue and east of Road 28 - 1/2. A fourth area is designated north of the Freeway 99/Avenue 12 interchange, between the freeway and Road 29.

Industrial Development Standards

Industrial sites should be subject to the same standards for visual screening with ornamental walls, screen fencing and landscaping and street trees, frontage landscaping and parking lot landscaping as provided for commercial areas, above. Screening of outdoor storage is required.

PUBLIC AND SEMI-PUBLIC FACILITIES

This broad category of land use includes park and recreation areas, public schools, government offices and service yards, drainage basins, hospitals, churches and religious institutions, and colleges.

Park and Recreation Areas

Park and recreation areas are shown on the General Plan Diagram and are described as part of the Resource Management Element in Part V. Of special note is the proposal for developing the Fresno River channel as a passive recreation corridor through the community. Landscaped pedestrian corridors would be extended from the "river park" south into the heart of the Central Business District and north along Sonora or Sharon Blvd. into residential areas to be rehabilitated north to Cleveland Avenue.

School Sites

All existing school sites are to be retained for the purpose. A new Jr. High is shown along Lilly Street north of Sunrise Avenue. The new High School site is shown along Stadium Road north of Avenue 13. New elementary school sites are shown west of the intersection of Sunset Ave. and Rd. 24-1/2, along "D" Street north of Ellis, at the intersection of Ave. 13-1/2 and Rd. 28-1/2, and south of Almond between Granada and Rd. 24-1/2. These locations are to be considered somewhat flexible because of the complexities involved in planning for new school facilities under State supervision.

City & County Government Facilities

City government offices, including administrative, fire and police would remain at their present locations until such time as the City Hall complex may be expanded and rearrangement of space allocations may be necessary. The expansion of the City Hall facility is envisioned to the north, across the Winery Spur track of the Southern Pacific Railroad. The existing County Government offices between the freeway and North "G" Street would also remain. The County should consider expanding its office facilities along the east side of "G" Street to avoid further moving of functions to the County's secondary center located at Road 28 and Olive Avenue (Avenue 14).

The City's Corporation Yard is to remain at its present location along the south side of Olive Ave. west of Gateway Drive. The County's small satellite Corporation Yard would remain along the west side of North Gateway Drive, just north of the Fresno River. The County Road Department and the Caltrans Maintenance Yard facilities along the north side of West Almond Avenue, west of Madera Avenue would also remain.

Medical and Other Health Care Facilities

Medical and health care facilities that may be required should be located within stable environments, and where emergency access from the freeway and the entire community is available via the City's Arterial or Collector street systems. The Madera Community Hospital is located along the west side of Freeway 99, on the south side of East Almond Avenue (a Collector street). Access to the hospital could be improved for south bound freeway traffic with the installation of an off-ramp to East Almond Avenue. Medical and medically related offices, hospitals, clinics, laboratories, and rehabilitation, convalescent and nursing centers should be in close proximity to one another wherever possible. Such facilities should not be located within the CBD.

Churches and Other Religious Facilities

Churches and other religious facilities should be located along elements of the Arterial and Collector street system to assure convenient access from residential neighborhoods and an environment compatible with religious service functions. The need for church sites should be considered whenever possible during the process of reviewing subdivisions. Further major church structures and facilities within the CBD are to be discouraged.

Community College Campus

The City of Madera supports the location of a new Community College to be developed by the State Center Community College District within the Planning Area of the City. The City is vitally concerned with the development of this facility and its location relative to the boundaries of the City's General Plan, its Sphere of Influence and the City's Urban Development Area. It is not only important that appropriate services be provided to the site, but that long-range planning be accomplished which will take into account the interrelationships of the Campus with the City. Action should be taken as soon as the site is acquired to amend the City's Sphere of Influence Boundary to include the Campus Community, and adopt a Sphere of Influence Report and Urban Development Policy which will reflect the City's interests in regard to development of this important community facility.

MUNICIPAL DRAINAGE, WATER AND SEWERAGE SYSTEMS; SOLID WASTE MANAGEMENT

These topics are more appropriately described under Section D of the Community Development Element.

OPEN SPACE, NATURAL RESOURCES AND SCENIC BEAUTY

While these topics are required by State Law as components of the Land Use Element, they are more appropriately described under the Resource Management Element provided under Part V. The areas which comprise the City's system of open space, conservation and recreation are shown on the General Plan Diagram.

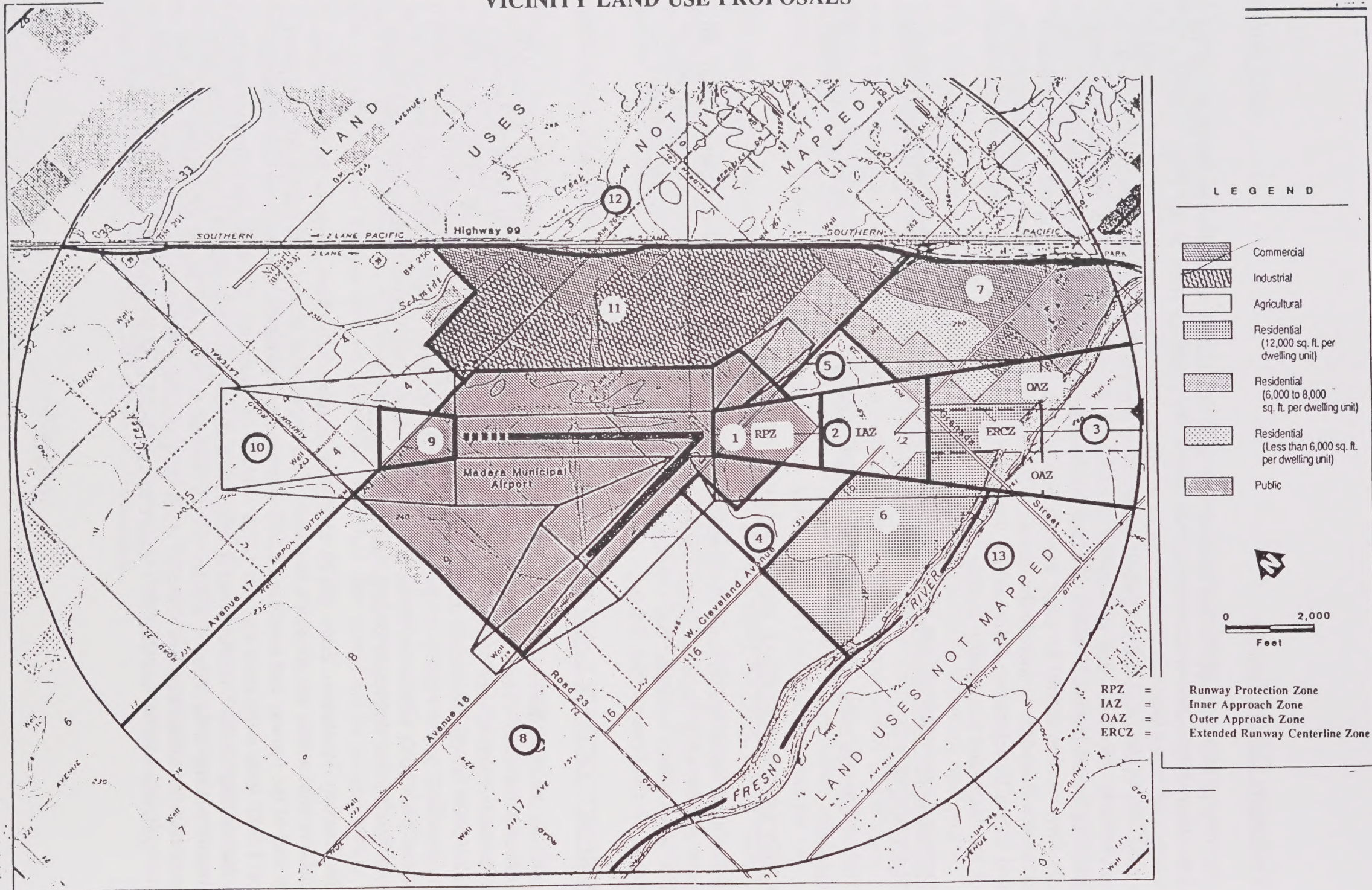
AIRPORT VICINITY LAND USE POLICY

Land use policy in the vicinity of the Municipal Airport reflects considerable study by City staff, a Citizens Advisory Committee, the Planning Commission and City Council, based on proposals of the Municipal Airport Master Plan completed in 1991 and sections of the General Plan EIR which cover the environmental issues associated with proposals of the Airport Master Plan. Land use proposals in the vicinity of the airport favor the retention of agricultural lands adjacent to airport boundaries and to the future Runway Protection Zone (formerly designated as a "Clear Zone") and Inner Approach Zone as shown on Figure IV-4.

The Runway Protection Zone (RPZ) extending southeasterly from Runway 30 is the most sensitive area within the Airport's environs. This trapezoidal-shaped area begins 200 feet from the end of the runway and continues 2,500' southeasterly along the extended runway centerline. It is 1,000' wide at its inner end and 1,750' wide at its outer end. Safety is the primary concern in maintaining the RPZ free of urban development, although noise levels are expected to be high. Aircraft passing over Area 1 [Figure IV-4] will be in the final stages of landing (or, less frequently, the initial stages of takeoff). Aircraft approaching the runway under instrument flight rules typically will be less than 200' above ground level over the Runway Protection Zone.

FIGURE IV-4

RELATIONSHIP OF AIRPORT COMPATIBILITY ZONES AND AIRPORT VICINITY LAND USE PROPOSALS



Most of the land in the RPZ is owned by the City. Therefore, General Plan policy calls for prohibiting structures and retention of the agricultural open space land use designation for remaining portions of the RPZ, with field crops as the preferred use. City acquisition of all remaining private parcels within the RPZ is recommended.

The Inner Approach Zone (IAZ) continues for an additional 2,500' along the extended centerline. The inner width is 1,750' and the outer width is 2,500'. Most of the land is designated by the General Plan for open space use. The most southerly corner is designated for residential use with a minimum 12,000 sq. of site area per unit. The triangular-shaped easterly corner has been developed with 6,000 sq. ft. residential lots. Both noise and safety have been identified by the Airport Master Plan as significant concerns within the Inner Approach Zone. During visual approaches, aircraft turn from the base leg to final approach over the IAZ. When the parallel runway west of Runway 30 is constructed (see Part IV, Section B), a flight track split into left and right flight patterns will be created. The General Plan therefore recommends that agricultural land use be retained for all but the residential triangles at the south and east corners of the IAZ.

While the current designation of residential use in the two outer corners of the IAZ does provide for equity among land owners, the circumstances of the two corners are different. The extended runway centerline for the parallel runway passes through the center of the residentially designated area in the southwest corner. Noise impacts and safety concerns are potentially higher in this corner as a result.

The Plan also recognizes the possibility of permitting residential use in that portion in the zone south of Cleveland Avenue, subject to the following conditions:

1. The total number of residences is not increased.
2. Residences are kept as far as practicable from the extended runway centerline; 500' is a recommended minimum.
3. A comparable amount of open space is retained elsewhere on the affected properties.

That portion of this area which lays north of West Cleveland Avenue is ultimately proposed for acquisition by the City.

The Outer Approach Zone (OAZ) is a 5,000' southeasterly extension of the Inner Approach Zone. Noise and safety are considered to be of moderate concern. The Extended Runway Centerline Zone adopted by the City encompasses a 1,000' wide section through this area, with 500' on either side of the extended runway centerline. The area of greatest concern is that portion located north of the Fresno River, where aircraft on instrument approach to Runway 30 will be less than 500' above average ground level. South of the Fresno River, compatibility concerns are strongest along the extended centerline. Safety concerns south of the River are low; only concentrated and sensitive uses such as schools would be of significant concern.

Residential use with lot sizes of 12,000 sq. ft. or more are considered acceptable within the Extended Runway Centerline Zone, whereas lot areas of 6,000 - 8,000 sq. ft. are acceptable in remaining areas of the OAZ. Moderate-occupancy retail, office and industrial uses are also considered compatible with airport flight activity. Density transfers are encouraged to accomplish this distribution of residential density within the OAZ.

Other land use compatibility areas having important land use implications are the areas immediately east and west of the RPZ and IAZ. These areas are designated by numbers 4-7 on Figure IV-4. Area 4 will be routinely overflowed by aircraft approaching either Runway 30 or the proposed parallel runway at low altitudes. While outside of the CNEL 60 noise contour, noise impacts are considered significant as part of the annoyance resulting from overflights. Area 4 is designated for Low Density residential by the General Plan whereas it is designated for open space uses by Specific Plan No. 1. The Airport Master Plan strongly recommends that Area 4 be retained primarily in open space uses. [Note: This apparent conflict requires resolution prior to City Council adoption of the General Plan, and is discussed in the General Plan EIR in Part VIII of this document.]

Area No. 5 exhibits land use compatibility issues similar to those involving Area 4. The principal difference is that the noise, overflight and safety concerns for Area 4 will also affect Area 5 only when the parallel runway is constructed. If the parallel runway is constructed as planned, the standard arrival path to Runway 30 will shift to the east side of the Airport. The Airport Master Plan also recommends that Area 5 be retained in open space uses, which is also shown as open space on the General plan Diagram. The Airport Master Plan further calls for City acquisition of the western-most 20 acre parcel which lays adjacent to the RPZ boundary.

Area 6, which lays south of Cleveland Avenue and west of the IAZ, is proposed for Low Density residential by the General Plan Diagram westerly to the line of Road 24. It is intended by the General Plan that the density limitations of Specific Plan No. 1 be applied to all of Area No. 6, while allowing some density transfers to compensate for retaining some lands closest to the Inner Approach Zone in open space use.

Area Nos. 7 - 13 (also shown on Figure IV-4) generally involve lands farther removed from the airport approach zones, where limitations on the location of various kinds and intensities of land use depicted on the General Plan Diagram are not considered to be critical to airport operations. An exception would be to keep Medium and High Density residential use and areas of public concentration within Area 7 as far removed from the approach zones as possible. Another exception is for Areas 9 and 10 to be retained in agriculture since these areas serves as the Runway Protection Zone and Inner Approach Zone for Runway 12.

STANDARDS OF BUILDING INTENSITY

State Planning Law requires that the Land Use Element "...shall include a statement of the standards of ...building intensity recommended for the various districts and other territory covered by the [General] plan." In the case of Twain Harte Homeowners Association v. Toulumne County (1982) 138 Cal.App.3d 664, the court determined that "building intensity" must be defined for each land use category included in the Land Use Element. Prior to this decision, cities in

California have typically provided standards of building intensity for each of the separate zoning districts contained in the zoning ordinance. Table IV-3 therefore provides a series of quantitative standards for each land use category which in turn are intended to indicate the maximum extent of building intensity that may be permitted within any of the land use classifications depicted on the General Plan.

TABLE IV-3

STANDARDS OF BUILDING INTENSITY UNDER THE LAND USE ELEMENT

<u>Land Use Designation</u>	<u>Standard</u>
Very Low Density	30% of Site Area
Low Density Residential	40% of Site Area
Medium Density Residential	50-60% of Site Area
High Density Residential	70% of Site Area
Professional Office	65% of Site Area
Neighborhood Commercial	35% of Site Area
Central Commercial shopping centers	35% of Site Area [*]
Central Commercial developed property in the CBD	100% of Site Area[*]
Regional Commercial centers	40% of Site Area[*]
Service Commercial	60% of Site Area [*]
Highway Commercial	60% of Site Area [*]
Mixed Use	By type of use [*]
Industrial	50% of Site Area [*]
Community Facilities	By type of use [*]
Resource Conservation, Open Space & Recreation	No Limitation[**]
Other Public and Semi-Public	By type of use [*]

* - Indicates that there is no absolute limitation that remains constant for each development project. The practical maximum extent of building intensity that may be permitted in any given circumstance will be determined primarily by the combined effects of requirements for off-street parking, required yard areas, landscaped open space, outdoor utility area and outdoor storage area (if any). The most intense commercial building intensity is allowed in the Central Commercial area where there are no yard spaces required, and where off-street parking requirements may be met on another site or at a site provided by the City under in-lieu parking fee requirements of the Zoning Ordinance. The practical maximum extent of building intensity will most likely be the lowest on sites for such community facilities as drainage basins and schools.

** - By their very nature, open space and recreation areas can be expected to exhibit the lowest practical levels of building intensity of any group of uses described by the General Plan. No standard of maximum extent is therefore necessary or desirable.

SECTION B - TRANSPORTATION, CIRCULATION & TRAFFIC

INTRODUCTION

This section of the Community Development Element plays an important role in defining development patterns for the City. It provides the opportunity to integrate land use planning and transportation by assuring that all existing and future developments have adequate circulation opportunities. As such, the circulation system will serve a major role in the economic well-being of the City by providing quick, convenient access to all areas within the City and throughout the region.

This Section can be considered as a long-range plan for transportation, which provides a basis for planning and implementing circulation and traffic improvements to meet the needs of future development through the Year 2010. Major components of the Section include circulation goals and policies, functional classification, State highways, arterial and collector streets, traffic volumes and capacity, local streets, pedestrian ways, bicycle routes, public transit, railroad service and airport facilities and services.

GOALS AND POLICIES

The goals and policies provided below stress the importance of a balanced multi-modal transportation system for meeting the needs of the urban area and its area of influence. The following list is designed to serve all citizens of the area, including the young, the elderly, people of low income, ethnic minorities and the physically disadvantaged.

1. Design a balanced transportation system which includes adequate provisions for public transit, pedestrians and bicycles as well as facilities necessary for the efficient circulation of motor vehicle traffic;
2. Provide for the safe and efficient movement of people and goods;
3. Provide safe and workable areas for pedestrians in the downtown area and near public facilities such as schools;
4. Utilize available monies and programs to provide transit services, especially for the elderly, handicapped and economically disadvantaged persons
5. Encourage the use of ridesharing and other Transportation Demand Management (TDM) tactics for reducing area traffic congestion and improving air quality;
6. Protect future right-of-way needed for arterial and collector streets;
7. Prohibit backout driveways onto arterial and collector streets;

8. Minimize disruption of residential areas caused by through traffic;
9. Establish priorities to properly allocate limited funds to areas and facilities of highest need;
10. Implement an impact fee system to offset the costs of off-site improvements required or triggered by new development;
11. Ensure consistency between the transportation system and adjacent land uses in order to minimize conflicts; and
12. Maintain a high level of coordination with the County of Madera and Caltrans, through the Madera County Transportation Commission, in developing the "select system" of streets consistent with Section B of the Community Development Element.

FUNCTIONAL CLASSIFICATION OF STREETS AND HIGHWAYS

Figure IV-5 illustrates the city-wide circulation system, which translates the goals and policies into graphic form. The map is intended to meet the year 2010 circulation demand. Each of the streets shown is classified according to its function within the city-wide network. Functional classifications range from the limited access freeway to minor streets with back-out driveways. Since traffic generation is a function of land use, a street's functional classification may vary from area to area within the system. A description of the functional classification follows.

Freeways

Freeways are limited access facilities designed for high speed regional mobility, with maximum speed limits ranging from 50 to 65 MPH. Optimal spacing of freeway interchanges is one mile or greater. Highway 99 is the only freeway which directly serves the City of Madera. This four-lane facility is a major link in the State highway system, providing regional access to the cities of the San Joaquin Valley. Interchanges are provided at the following locations (from north to south):

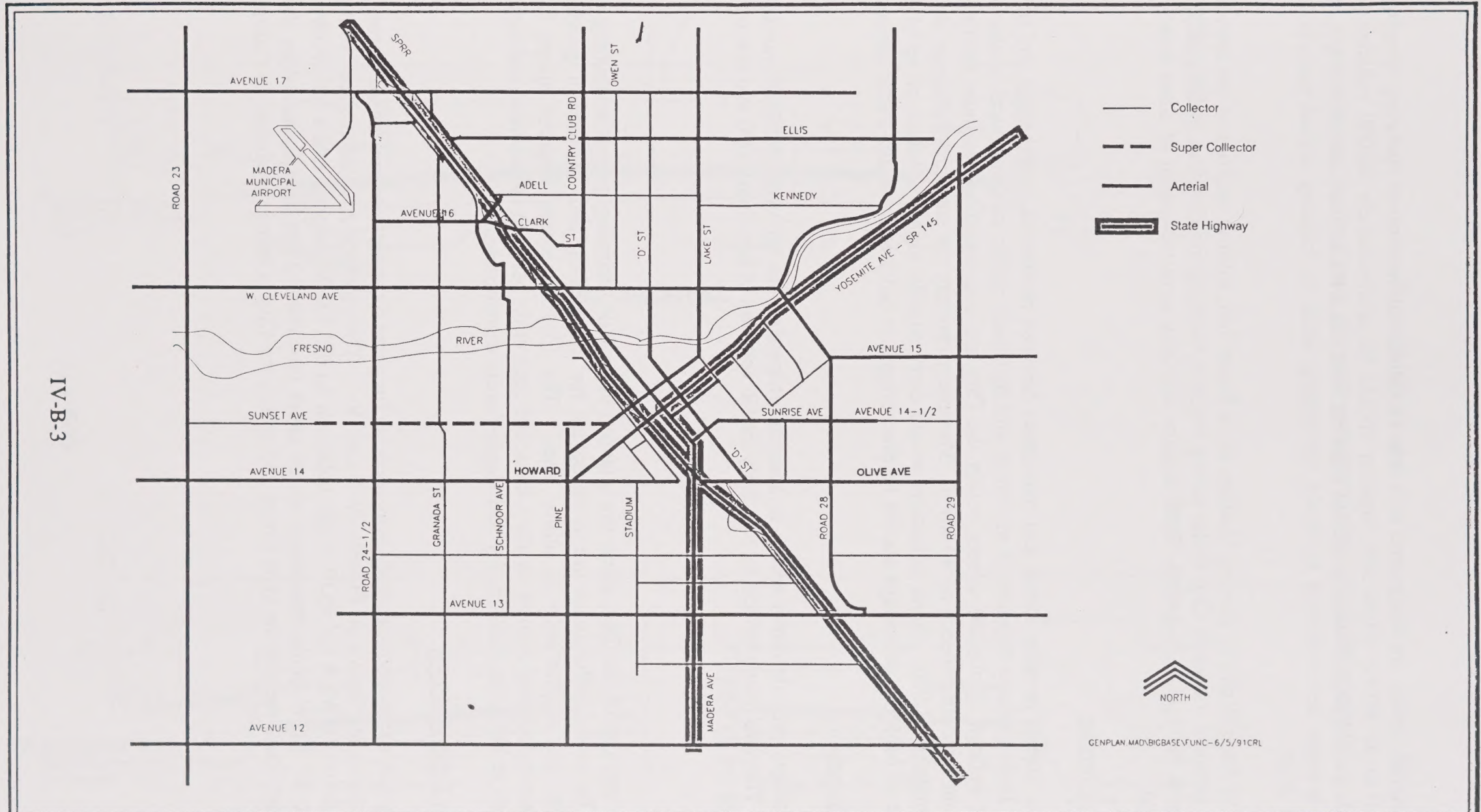
- Avenue 17
- Avenue 16
- Cleveland Avenue
- Fourth Street
- Madera Avenue
- Gateway Drive
- Avenue 12

Arterial Streets

Arterial streets provide the principal network for traffic flow within the community. They connect areas of major activity within the urban area, and with State highways and important County Roads. Arterial streets function primarily as carriers of cross-town traffic. Within the

FIGURE IV-5

FUNCTIONAL CLASSIFICATION OF STREETS AND HIGHWAYS



FUNCTIONAL CLASSIFICATION OF ROADWAYS

Madera General Plan Circulation Element

City, arterial streets are designated as 4-lane facilities with maximum operating speeds ranging from 30 to 45 MPH. Maximum capacity should be approximately 30,000 vehicles per day. Arterials should have limited access to adjacent land use with no back-out driveways. Indirect access is often best achieved in newly developing areas by backing walled parcels onto the arterial street.

A second State Highway serving Madera, State Route 145, follows sections of the arterial street system between the south City limits (along Madera Avenue), via Gateway Drive and Yosemite Avenue to the east City limits. Both interim and long-term relocation of State Route 145 is proposed.

Collector Streets

Collector streets provide access and movement between residential, commercial and industrial areas. Their primary function is to collect and distribute traffic between local streets and the Arterial system. Collector streets within the City are designated as two-lane facilities with maximum operating speeds of 30 MPH. Maximum capacity for standard collectors should be approximately 12,000. Super collectors would carry slightly higher volumes of up to 15,000. The use of back-out driveways should be discouraged in order to maintain traffic capacity.

Minor Streets

Minor streets provide direct access to abutting properties and for very localized movement of traffic. They are characterized by low daily traffic volumes of less than 2,000 and low operating speeds of 25-30 MPH.

Alleys

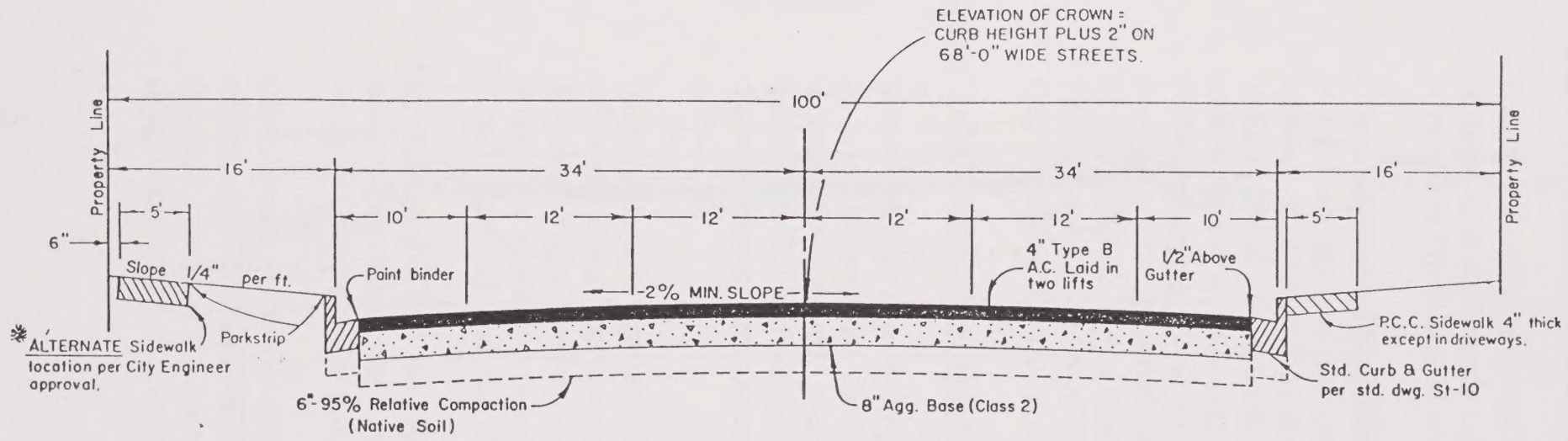
In older sections of the City, alleys are intended to provide secondary access to abutting properties. The most predominant use is as access for the pick-up and delivery of goods, trash collection and maintenance of utility lines. The City no longer requires alleys for new development, but may require an alley for added separation between commercial and residential properties or between multi-family and single-family development.

Standard Cross-Sections

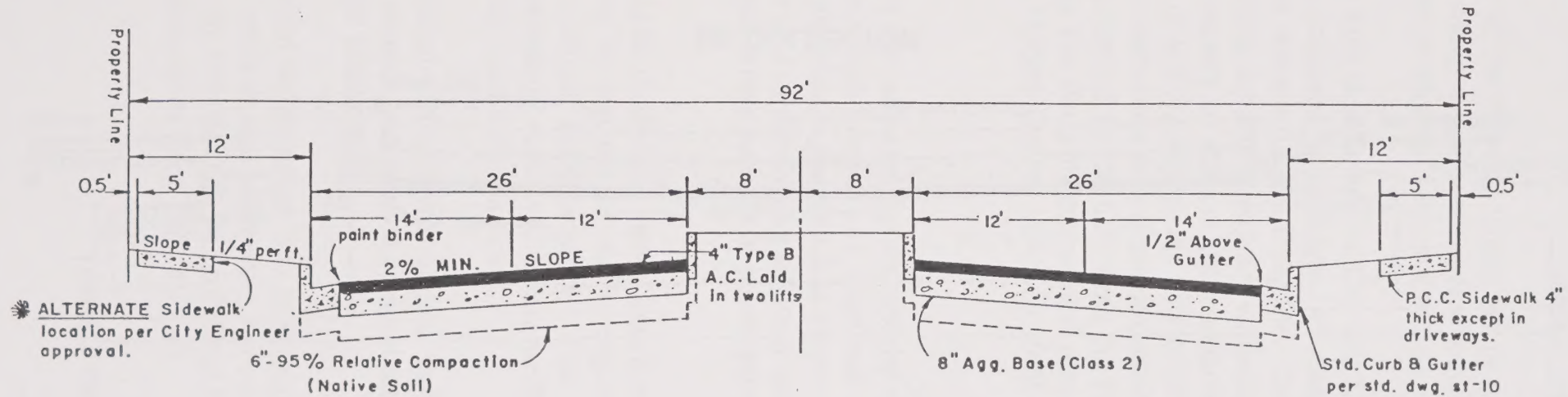
The City has developed standard cross-sections for arterials, collectors and minor streets. Five cross-sections are shown on Figures IV-6 and IV-7. They include an arterial street with a 100' right-of-way (ROW), a 92' ROW super collector, an 80' ROW collector and a 60' ROW minor. A newer 50' ROW minor residential access street (not shown) has been approved by the City. A standard cross-section for State Route 145 within the City is being developed by Caltrans and the City.

FIGURE IV-6

ARTERIAL AND COLLECTOR STREET CROSS-SECTIONS



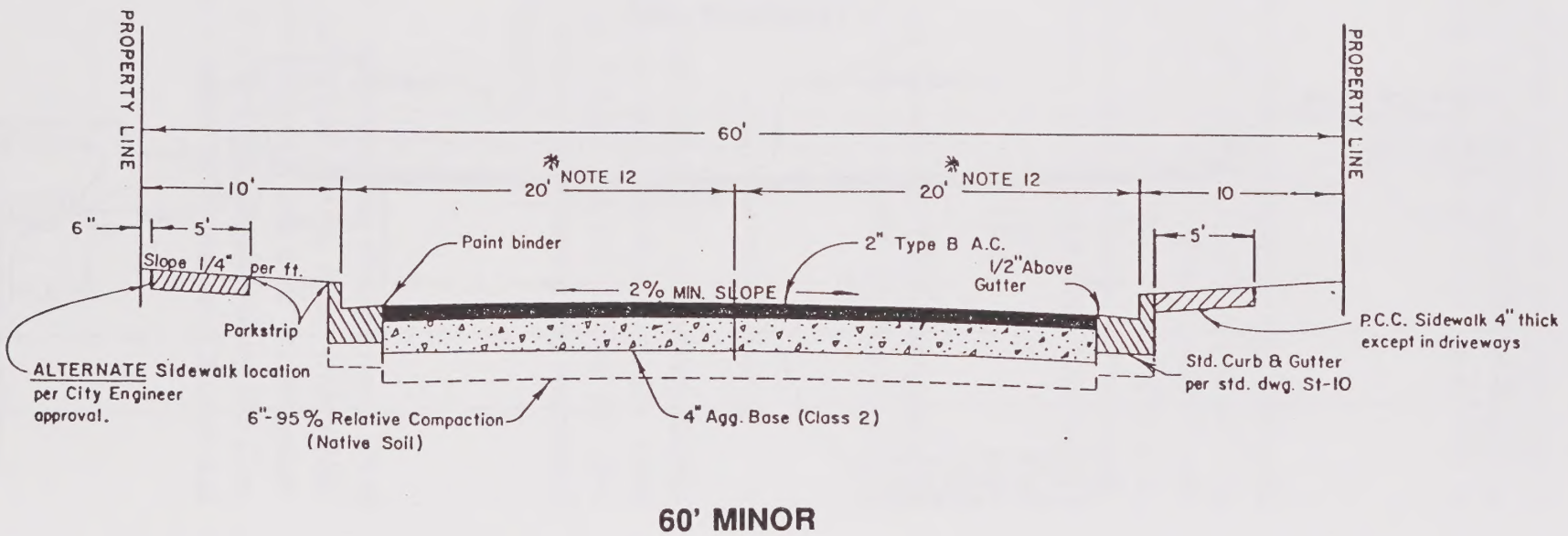
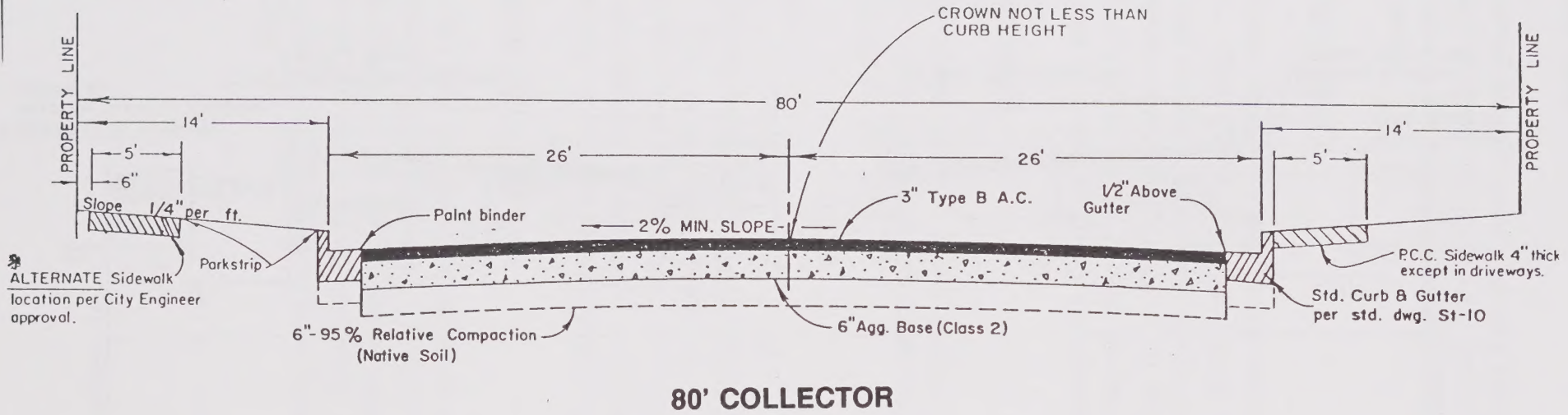
100' ARTERIAL



92' COLLECTOR

FIGURE IV-7

COLLECTOR AND MINOR STREET CROSS-SECTIONS



POLICIES

The following policies are proposed as guidance for achieving improvements to elements of the State Highway system which directly affect Madera:

Policies Relating to State Highways

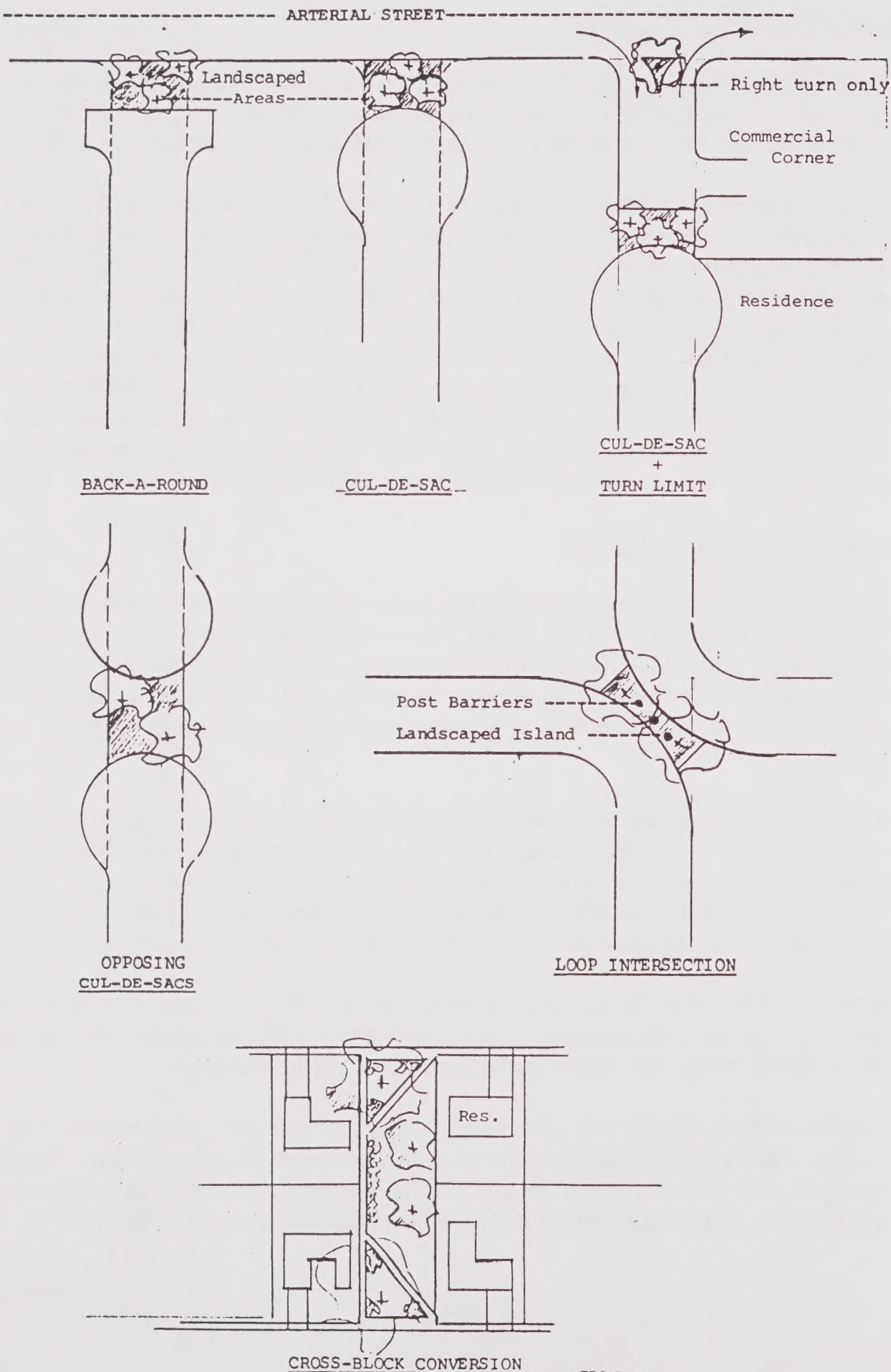
1. Sound walls should be established along sections of the freeway which are or will be adjacent to or sufficiently close to residential areas which would experience a sound level at or above the threshold standard for exterior noise of 65 dBA Ldn or CNEL.
2. Unless an alternate alignment beyond the Planning Area is selected, the City and County will protect the need for eventual widening of the proposed State Route 145 relocation between Madera Avenue and Yosemite Avenue via Avenue 12 and Road 29. The City should pursue a negotiated agreement with Caltrans to achieve necessary widening and improvements to the existing alignment where necessary to achieve the standards of a 100' arterial street. This will include an indication of willingness by the City to advance the State's priority for right-of-way acquisition and construction through some contribution of local funding. Such funding may involve funds derived by the City from the Federal FAU (Federal Aid Urban) Highway Fund, State Gas Tax Fund allocations and part of the City's share of the 1/2 cent Measure approved by Madera County voters in 1989.

Arterial and Collector Street Policies

1. Due to the high costs of upgrading deficient arterial and collector streets, priority should be given to upgrades on those streets where either: high current and projected traffic volumes are involved; joint funding is possible; significant contributions of private or assessment district funds are involved as part of the cost of developing adjacent lands; or where the rate of serious accidents has been high and where hazards to public safety are great.
2. Improvements to arterial and collector streets should be made on a highly selective basis which seeks to improve capacity, flow and safety by the use of traffic engineering solutions where feasible as compared to major structural improvements. This might include the restriction or elimination of traffic movements such as U-turns, medial left turns on arterials and collectors and left turns to and from minor streets.
3. Residential lots may be required to back onto arterial and collector streets, including waiver of vehicular access rights, limitation on the number and interval of street intersections, and provision for ornamental screen walls and landscaping.
4. Direct access to arterials and collectors from residential development is to be discouraged except where physical conditions do not allow for other design solutions. Access from the street side yard of a corner lot which sides onto an Arterial shall be prohibited in new subdivisions or on undeveloped lots in existing subdivisions. [see Figure IV-8]

FIGURE IV-8

ALTERNATIVE APPROACHES TO REDUCING
THROUGH TRAFFIC ON MINOR STREETS



5. Left turn lanes shall be provided where necessary for access from arterials and collectors into high traffic commercial centers as a condition of development approval.

Minor Street Policies

1. To keep Minor street volume within design capacity, street length (not block length) shall be kept under 1,600 feet or two blocks where possible unless interrupted by an arterial or collector street.
2. Design standards shall permit innovation and flexibility by the developer in relation to land use proposals under Planned Development procedures of the Zoning Ordinance.
3. In view of deficiencies in existing arterial, collector and minor streets, the City should consider forms of funding other than direct public sources (e.g., assessment districts) as a means of overcoming minor street deficiencies. Curb, gutter, sidewalk and paving needs along minor streets should be made the responsibility of affected property owners. Under this policy, the City would assume responsibility for engineering services and additional costs occasioned by higher standards of street construction and drainage than were involved at the time of original street construction. As an alternative, the City could share equally in total costs where a majority of property owners are willing to accept assessment proceedings or another appropriate method of collective project financing.
4. Proposals of the Circulation Element are intended to reflect options for reducing through traffic on minor streets between intersections with arterials. This policy seeks to eliminate the use of minor streets as thoroughfares through residential areas where they extend parallel to nearby arterials or collectors for many blocks and are often used as substitutes for arterials or collectors. Illustrations of how this policy and arterial and collector Street Policy No. 2 may be implemented are shown on Figure IV-8.

Alley Policies

1. Within the Central Business District, alleys are to serve a dual purpose of providing delivery and pedestrian access to commercial establishments, and to off-street parking areas and public sites, with ornamental paving stone, landscaping and lighting.
2. Garages, carports and open parking spaces served directly and perpendicular from alleys shall be set back from the alley such distance as may be necessary to achieve a minimum of 46' from the back of the alley to the front of the parking space.
3. Within High Density residential areas adjacent to the CBD, alley improvements to the nearest street may be required or deferred as part of development proposals depending on the distance of a project site from the street.

THE ARTERIAL AND COLLECTOR SYSTEM

Elements of the arterial and collector street system shown on Figure IV-5 are listed here according to their functional classification.

ARTERIALS

- | | |
|-------------------------------|---------------------------------------|
| - Avenue 12 | - Road 23 |
| - Avenue 13 | - Road 24-1/2 (Westberry Blvd) |
| - Avenue 14 (Olive-Howard) | - Schnoor (north of river to Ave. 16) |
| - Sunrise (Gateway to Rd. 28) | |
| - Avenue 15 | - Road 26 (Pine) |
| - Yosemite Avenue | - D Street (so. of Cleveland) |
| - Cleveland Avenue | |
| - Avenue 16 | - Lake Street |
| - Ellis Avenue | - Road 28 (Tozer) |
| - Avenue 17 | - Road 29 |

COLLECTORS

- | | |
|---------------------------------|---|
| - Adell (west of Lake) | - Sunset (super collector
- 4 lanes) |
| - Kennedy (east of Lake) | - Gary Lane |
| - Clinton Avenue | - Sunrise (E. of Rd. 28) |
| - Almond Avenue | - Granada Street |
| - Schnoor (so. of river) | - Stadium Road |
| - Fig Avenue | - Fourth Street |
| - Sixth Street | - I Street |
| - Owens Street | - D Street (No. of Cleveland) |
| - Lake Street (So. of Yosemite) | - Vinyard Avenue |

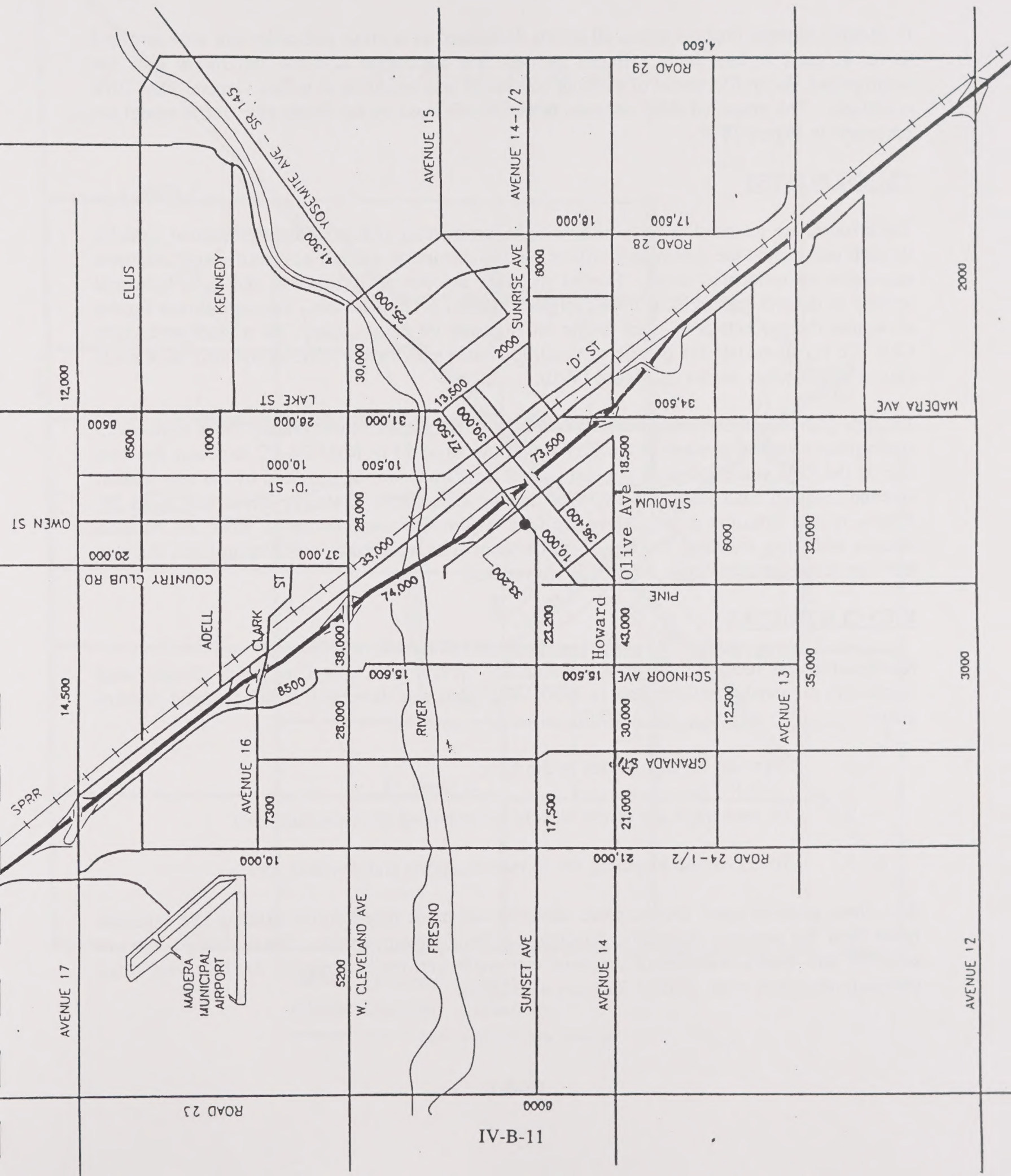
GENERAL PLAN NETWORK IMPROVEMENTS & PROJECTED TRAFFIC VOLUMES

An updated circulation network was established which reflects build-out (Year 2010) of the 1991 General Plan Update. The following list of network improvements will be required:

1. An extension of Ellis Street (arterial) to Road 29, including a new crossing of the River;
2. A northward extension of Schnoor Avenue to Avenue 16, including a new river crossing;
3. A new Highway 99 overcrossing connecting Avenue 16 with Adell, Clark or Ellis Street, in accordance with a Route Study conducted by Caltrans.
4. A new southbound Highway 99 off-ramp at Almond Avenue;
5. A new freeway frontage road formed by extending Sharon Avenue northward from Ellis Street to Avenue 17;

FIGURE IV-9

PROJECTED YEAR 2010 DAILY TRAFFIC VOLUMES



6. A Granada Avenue extension from Cleveland Avenue to Avenue 16; and
7. An extension of Road 24-1/2 south to Avenue 12 and north to Avenue 17.

In addition to these improvements, all streets designated as arterials and collectors were assumed to be widened to four lanes. Based on this new circulation network and future land use assumptions, the traffic model of existing conditions was modified to reflect General Plan 2010 conditions. The projected daily volumes of traffic produced by the future year traffic model are presented in Figure IV-9.

TRUCK ROUTES

Truck routes are intended to carry heavyweight commercial, industrial and agricultural vehicles through and around the community with minimum disruption to local auto traffic and minimum annoyance to residential areas. Due to the high amount of agricultural and light industrial activity in the sub-region, truck traffic through Madera is considerable. Recent Caltrans figures show that the percentage of truck traffic on Highway 99 ranges from 17% to 22% within the City. To accommodate the portion of this truck traffic serving the City, an updated truck route plan is proposed as shown on Figure IV-10.

The new plan represents a major expansion of the existing truck route system. Truck traffic with an origin or destination north of the City would use Road 23 or Road 24-1/2 to access the west side of the City, while access to the east side of the City would be provided by the new Sharon Avenue frontage road along the freeway, and by Ellis Street, Gateway Drive and Road 29. Access to and from the area south of the City is provided via Avenue 12, Road 29, Almond Avenue and Olive Avenue. The Lake Street route will be replaced by the route utilizing the new frontage road and Ellis Street when it is constructed.

BICYCLE ROUTES

Recognizing the need for an update commuter bicycle plan, the City (with County staff assistance) prepared a revised plan in 1990. This plan was developed based on three primary goals:

1. To make bicycling safer in the City;
2. To encourage use of the bicycle for everyday transportation; and
3. To encourage bicycling for recreation, sports and physical fitness.

With these goals in mind, bicycle route selection was made based on the existing and expected future land use patterns, population densities and development patterns. To further guide route selection and ensure selection of the most reasonable and realistic routes, the following three planning objectives were applied for route evaluation:

FIGURE IV-10

TRUCK ROUTES

M A D E R A

TRUCK ROUTES



1. To identify and make safer those routes currently used by area bikers;
2. To establish a bikeway plan that would have as little impact as possible on the current use of City streets by both moving and stationary motor vehicles;
3. To develop a bike plan that could be phased-in and improved over time, thus minimizing financial impact while allowing the "monitoring" of system use as a means of justifying completion of any successive plan phases.

It was determined that the main bicycle routes should meet Class II - Bike Lane standards, while the secondary routes would meet Class III standards. Class II standards involve the striping of a bike lane adjacent to the outside traffic lane, while Class III standards involve sharing of the traffic lane with motor vehicles. Signing and striping should be installed in accordance with the standards contained in the State booklet entitled "Planning and Design Criteria for Bikeways in California". The newly adopted Commuter Bike Plan for the City is shown on Figure IV-11.

TRANSIT SERVICES

Existing public transit service is provided to citizens on an on-call, fixed rate basis. Patronage for this "Dial-a-Ride" transit service was expected to show a 5% increase between 1990 and 1991. Ridership in 1990 was 53,000, while the 1991 mid-year estimate shows that annual ridership will increase to 56,000, for an increase of 5.7%.

In response to the steady increase in public ridership and the growing need to reduce auto use and its associated adverse environmental impacts through Transportation Systems Management (TSM), the Madera County Transportation Commission has committed to begin a Fixed Bus Route Study in early 1992. Fixed route bus service is not intended to replace Dial-a-Ride, although the latter operations would be scaled back in relation to an expected decrease in demand. Greyhound private bus service is expected to remain through the year 2000.

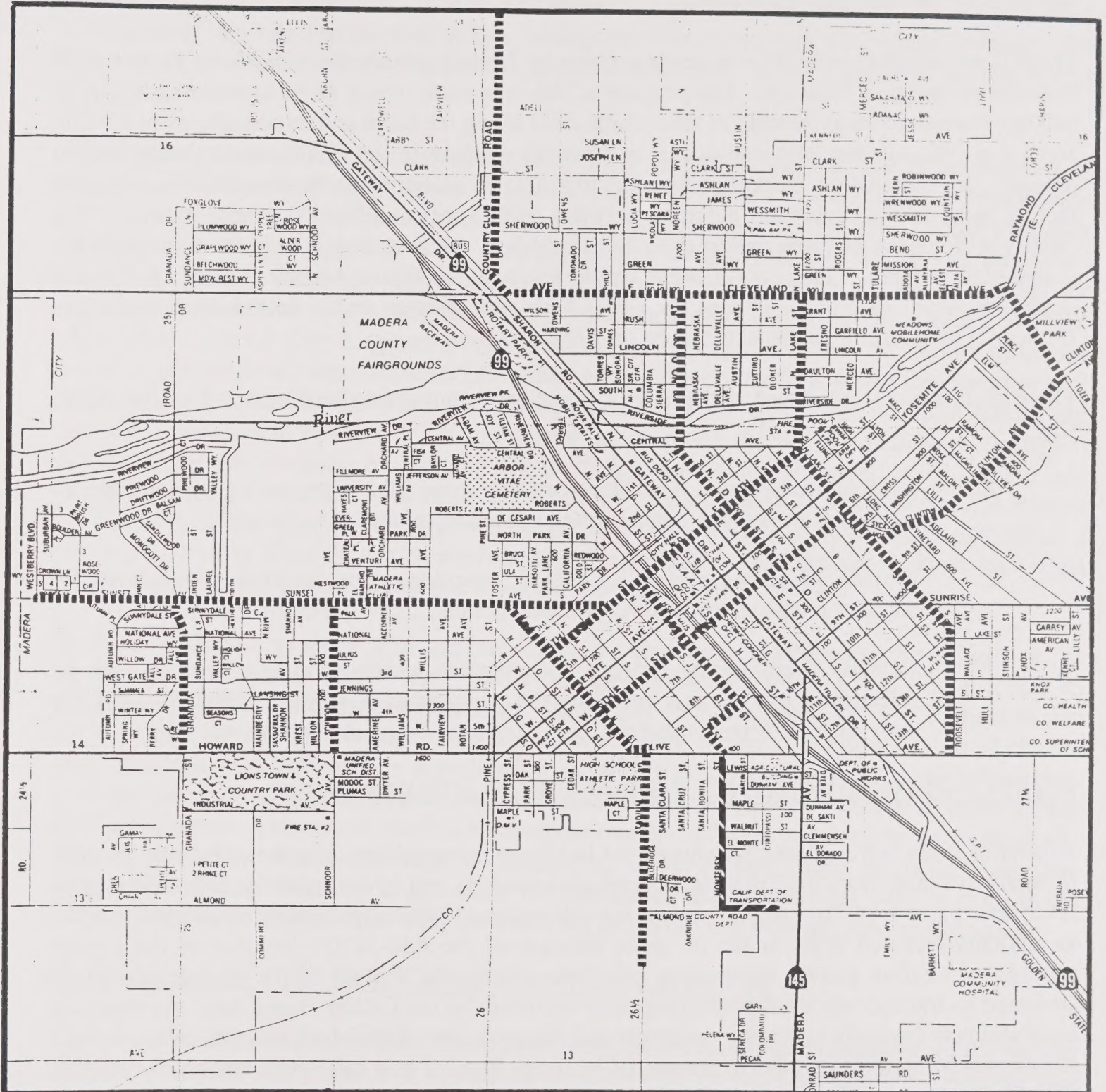
While the projected 20 year traffic volumes shown on Figure IV-9 assume very little if any increase in transit ridership, an enlarged commitment by the City to an improved local and regional transit system is accepted as a necessary requirement to reduce long-range traffic impacts on the State freeway system and local street system, and to assist in reducing the adverse impacts of vehicle emissions on regional air quality.

RAIL SERVICES

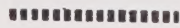
The Southern Pacific (SP) and the Atchison, Topeka & Santa Fe (Santa Fe) own separate rail lines that pass through the General Plan area. Amtrak San Joaquin service presently utilizes the Santa Fe line within the City, the speed limit for passenger trains is 35 MPH. These railroads carry frequent main line freight traffic through the community. SP operates 7-8 freight trains daily in each direction. Trains run up to 8,000 feet and more than 100 cars in length, and average almost 8,000 tons per train. Santa Fe operates even more freight trains than SP, but with less tonnage. Santa Fe trains average about 4,000 tons with train length at 4,000 - 4,500 feet. All mainline crossings are protected by automatic signals and guards.

FIGURE IV-11

COMMUTER BIKE PLAN FOR THE CITY OF MADERA



Class II - Bike Lanes



Class III - Bike Paths



The Santa Fe line is isolated from the community at the easterly edge of town. The SP runs parallel to Gateway Drive through the commercial center of the community, and noise generated by this SP traffic adversely affects the immediate environment adjacent to the rail corridor. Ways to buffer railroad noise are to be considered as conditions of development approval of projects proposed within the Redevelopment Plan area and within areas affected by the railroad within other parts of the urban area.

There is strong local interest in relocating inter-city Amtrak service from the Santa Fe to the SP between Fresno and Stockton. The purpose of the relocation would be to increase ridership by making Amtrak more accessible to the communities along the route and to actually more directly serve a greater number of communities and people residing in the San Joaquin Valley than at present. In anticipation of such relocation, the City is planning an intermodal transportation facility to be located on North E Street, between Fifth Street and East Yosemite Avenue. The facility will consist of three buildings to be refurbished, with funding by a State grant and City transportation funds. The old SP depot would serve as the future Amtrak station; a building directly east would provide offices for Dial-a-Ride, taxi service and potential commercial bus service. The building on the south is to be a restaurant.

Three goals should be pursued in the interest of safe and convenient passenger rail service to the City:

1. Continue to promote Amtrak relocation to the SP line by active participation in meetings, workshops and hearings related to relocation.
2. Provide grade separations of the SP corridor where feasible at major traffic corridor crossings such as Cleveland Avenue, Clark Street or Adell/Ellis.
3. Develop a long-range strategy and program which ultimately may lead to the selection of Madera as a stop along the proposed high speed transportation corridor between Los Angeles and the Bay Area now being studied by the State.

FINANCING IMPROVEMENTS TO THE CIRCULATION SYSTEM

Financing street and highway improvements has become complicated by the reduction of funds formerly available from the State and Federal governments, and by the reduction in local property taxes after passage of Proposition 13. Gas tax subventions to municipalities have dropped relative to amounts received prior to the oil price increase of the mid-1970's because of the greater mileage per gallon gained by modern vehicles. Moreover, not all of the gas tax money is allocated to transportation purposes originally intended by the Collier-Burns Act. As financial capabilities to maintain and improve streets and highways has diminished, cities have had to turn to new and sometimes innovative sources of funding. The 1/2 cent sales tax approved by Madera County voters in 1989 is an example of local government filling the gap left by reduced state and federal funding.

One of the more important new means to finance Arterial street improvements in California cities is the use of fees required by local ordinances for fair-share contributions by developers of

residential areas toward the off-site cost of intersection improvement, signalization and arterial street widening. While not yet established in Madera, such fees currently are being developed to aid the City in overcoming deficiencies of existing Arterial streets. While developer fees and state and federal monies will help, they will not raise the funds necessary to overcome the substantial deficiencies in street improvements that have accumulated over the years, and that continue to increase each year. Streets and alleys in older areas of the City are in some cases experiencing rapid decline because of age, inadequate maintenance and inadequate drainage. For these areas, the only solution (and perhaps the fairest) may be the formation of assessment districts.

Assessment district financing for street (and other improvements) is practiced extensively throughout California. Property owners within a district are charged according to the proportional benefits they receive. Assessment districts are not imposed by a City Council. While they may be sponsored or urged by the City for consideration by landowners, they are very often created at the behest of the affected property owners. The process begins with a request to the City for certain improvements from a neighborhood or specific area of the City. Boundaries are then established, and the City Engineer prepares plans for the improvements. Plans and estimated costs for the proposed improvements are mailed to all property owners within the boundaries of the potential district. The plans are later posted prominently throughout the potential district and published in the local newspaper. If protests to the proposed district are minimal, a resolution is drafted for consideration by the City Council. If protests are substantial, or if there is any question raised as to the extent of resistance, then the Council can call for an election. A margin of 50.0+ % of the eligible voters is needed for approval, whereas a 50.0% vote can defeat a proposal. A City Council can overrule a negative response from the voters by a four-fifths majority only if the project is deemed essential for public safety.

Because of Madera's modest size and the economies involved, consideration should be given to forming an assessment district for most if not all of the land area of the City in order to overcome the deficiencies that already exist. Under this approach, developers of land could also be charged fair-share fees to contribute toward amortizing the costs of certain types of off-site improvements (e.g., intersection signalization) provided through assessment district financing. Assessment districts may also be used for large-scale improvements required to serve newly developing areas. This use of districts has become popular in larger cities where the costs of off-site improvements would otherwise be staggering to developers unless financed over time. Assessment district financing under these circumstances also permits the sale of tax exempt bonds, with lower interest rates than are available to developers through private financing.

PROPOSALS OF THE MUNICIPAL AIRPORT MASTER PLAN

The Municipal Airport Master Plan identifies the present and anticipated operations of the Airport for a 20 year planning period and to provide the City with the tools necessary to properly plan to minimize conflicts with land use in the airport environs. A draft plan was prepared for the City under a grant from the FAA by the firm of Hodges and Shutt. Action on this plan by the City Council awaits review of the probable impacts of the plan and of residential land use alternative land use alternatives in the immediate airport environs as part of the General Plan EIR which is contained in Part VIII of this document.

Sections of the Airport Master Plan that are of importance to this section concern the future role of the airport and airport design. Proposals concerning land use compatibility have been provided in Section A of Part IV; issues concerning land use compatibility and alternatives are provided in Part VIII.

Future Role

Five alternative futures for the airport were evaluated for plausibility and design implications:

1. Continuation of current uses;
2. Relocation of the Fresno Air Attack Base to Madera;
3. Establishment of commercial airline service;
4. Development of air cargo service; and
5. Establishment fixed base operations (e.g., charter service) to serve the surrounding region.

Because of the relatively modest projections of annual aircraft operations and number of based aircraft over the 65,000 operations and 98 based aircraft estimated for 1990, the Master Plan concludes that the most probable alternative is the continuation of the current pattern of use, with the addition of a modest number of turboprop and turbofan aircraft. The report concludes that:

- The Fresno Air Attack Base will not be relocated;
- Limited scheduled passenger service is possible, but service could be expected to be interrupted or discontinued in response to minor changes in the services offered at Fresno Air Terminal;
- Development of a small-package cargo operation is not likely to occur; and
- The potential for development of some form of large-scale regional aviation business is limited.

The current high ratio of operations to based aircraft (660:1), due primarily to pilot training flights, is not expected to increase as fast as the number of based aircraft used for recreation and business purposes. Specifically, 100,000 aircraft operations are projected for 2010, an average annual increase of 2.7%, as compared to a projection of 165 based aircraft involving an average annual increase of 3.42%.

Airport Design Recommendations

The Airport Master Plan makes the following design recommendations:

1. The airport should be classified as a General Utility Stage II airfield.
2. Runway 12-30 should remain the primary runway.
3. The option of extending the runway by 1,000' to 5,500' should be preserved with or without the installation of an Instrument Landing System (ILS); the option for establishing an ILS should be preserved.
4. Runway 12-30 should be narrowed from 150 feet to 100 feet.
5. Runway 7-25 (parallel to Avenue 16) should be retained as a restricted runway.
6. Operating agreements should be required with agricultural aerial spraying firms for use of Runway 7-25.
7. Runway 7-25 should be reduced in length from 3,980' to 3,200'.
8. The City should continue to preserve the option for constructing a second runway parallel to Runway 12-30.

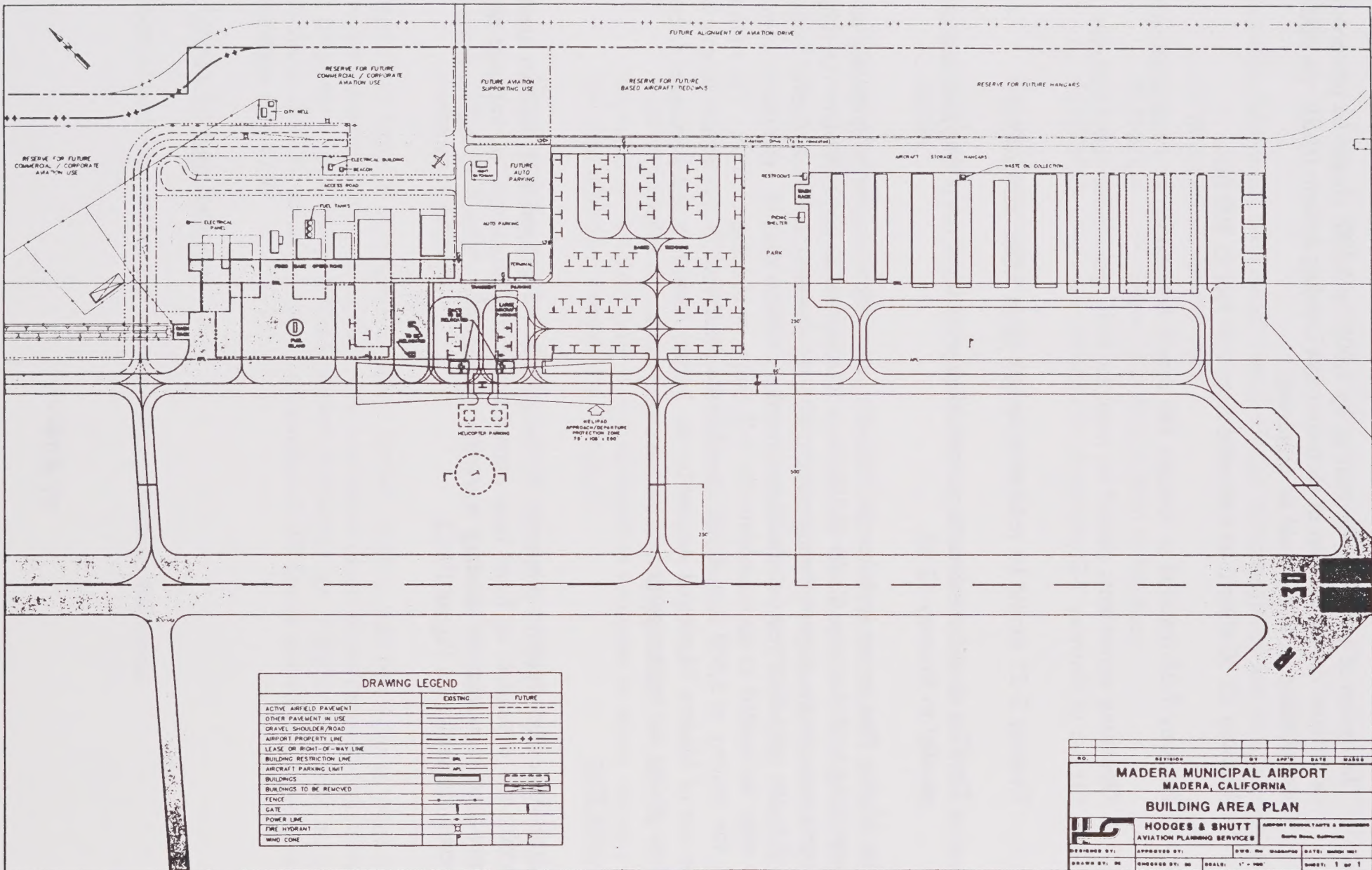
[Note: The Master Plan report includes the following statements relative to installing an ILS. "The current length of Runway 12-30 (4,500 feet) is adequate to accommodate the range of aircraft forecast to use the Airport throughout the 20-year planning period. However, if an ILS is installed in the next five years to facilitate commuter airline training operations, a runway extension may be needed to accommodate the full range of training aircraft. The option for extending the runway to 5,500 feet should therefore be preserved." This longer length would permit the use of Madera Municipal Airport by the largest corporate and commuter turboprop aircraft even during the hottest portion of the summer.]

Building Area Plan

The Building Area Plan contains proposals for the addition of hangars and tiedown areas for based aircraft, the expansion of fixed base operations (FBO), expansion of transient aircraft parking area and expansion of landing and parking facilities. Most of the recommended improvements are shown on Figure IV-12.

FIGURE IV-12

MUNICIPAL AIRPORT BUILDING AREA PLAN



SECTION C - HOUSING

INTRODUCTION

The Housing Section of the Community Development Element of the General Plan consists of policies and actions required to carry out the Housing Element as adopted by the City in April, 1986. The entire Element is hereby incorporated as part of this General Plan document by reference. The policies of the Housing Element are consolidated, below, together with new and revised policies where appropriate.

HOUSING CONSTRAINTS

Non-Governmental

Non-governmental constraints to the provision of affordable housing continue to reflect increasing costs of land, labor, construction and capital which combine to establish the development cost and the basis for determining market value. As the Central San Joaquin Valley region continues to be targeted for housing construction to meet the needs of employees in the Madera-Fresno area, and to meet the needs of a growing market of retired households who are moving to the Valley from metropolitan areas of Northern and Southern California, land prices in particular continue to escalate to where the "affordability index" becomes more difficult for existing residents to reach.

Governmental

Governmental constraints generally can include land use controls, permit processing, building codes and enforcement, site improvement requirements and development fees. These constraints can combine in different ways to lengthen the time required to achieve project approval or increase project costs. Through zoning code amendments, the City has encouraged a mixture of housing types, greater flexibility in lot size and housing options, and more affordable housing sites. Planned Development (PD) and Residential zones have six densities ranging from 3 to 29 units per acre, which have proved to be quite adequate for Madera's housing market demands.

Permit processing has been streamlined to permit staff approval of a variety of housing projects within 2 - 4 weeks without requiring Planning Commission or City Council review and action. Where Commission review is required, action usually takes place within 4-8 weeks unless an environmental impact report is required.

Building code enforcement is mandated by State Law and local ordinance. Constraints to housing development can occur when the rate of housing construction is unusually high to where a strain is placed on time available for inspection and enforcement actions. However, the City has added permanent staff over the years to meet new annual levels of demand for inspection and enforcement activities.

Site and infrastructure improvements required by the City include street improvements and utilities which have become standard in most if not all cities of the San Joaquin Valley. Such improvements are considered by the City as being essential to orderly development of the community and the health and safety of local residents. In recent years, a backlog of required improvements to such components of infrastructure as arterial streets, intersection signalization, drainage facilities and parks has necessitated the adoption of an interim fee structure to cover the fair share of costs for certain off-site improvements pending completion of more exacting studies required to fairly assess and apportion costs.

HOUSING NEEDS ASSESSMENT

Housing Needs and Deficiencies

Groups within the community which have special needs include the elderly, the homeless, small households, female heads of households, large families, and farm labor families. Housing deficiencies include a significant but gradually declining percentage of the existing housing inventory which is deteriorating and overcrowded, which involves overpayment for housing in relation to total income, and which has deficiencies in infrastructure needed to serve areas where low/moderate income housing opportunity is needed. Decline in the number of deteriorating units has been a direct result of a series of successful federally-funded Community Block Grant programs of housing rehabilitation sponsored by the City. Following an almost universal trend within the San Joaquin Valley, overcrowding is on the increase because of multiple household occupancy of housing units by families of low income. Purchase and rental housing costs tend to rise faster than household incomes, creating an increasing disparity in affordability.

Projected Housing Needs

Regional housing needs for Madera County have been determined by the State Department of Housing and Community Development through preparation of a Housing Needs Plan pursuant to Government Code Section 65584. The Plan estimates housing needs for the County's three market areas (including the Madera Market Area) and allocates each housing market areas's fair share of housing units for each of four income groups. Under the Plan, the needs projected to 1992 are shown in Table IV-5. A draft of the new Plan has been completed and is reflected in the 1992-1997 objectives in Table IV-5.

HOUSING GOALS, POLICIES AND PROGRAMS

Housing Goals

1. To provide decent housing and a quality living environment for all Madera residents regardless of race, religion, sex, marital status, ancestry, national origin, color or economic level.
2. To ensure an adequate number of sites available for housing to meet the projected needs of all economic segments of the community.

TABLE IV-5

QUANTIFIED HOUSING OBJECTIVES, 1985-1992¹ & 1992-1997

	<u>Very Low Income</u>	<u>Low Income</u>	<u>Moderate Income</u>	<u>Above Mod. Income</u>	<u>Total</u>
Non-Market Rate ²	742	481	-0- ³	-0-	1,243
Market Rate	<u>-0-</u>	<u>-0-</u>	<u>694</u>	<u>356</u>	<u>1,050</u>
1985-1992 TOTALS	742	481	694	356	2,293
1992-1997 TOTALS	282	159	241	699	1,381

3. To provide for a variety of housing types, sizes, price ranges and densities compatible with the existing character and integrity of residential neighborhoods.
4. To achieve an orderly pattern of community development consistent with economic, social and environmental needs of the community.
5. To conserve and improve the housing stock.
6. To assure a safe, sanitary, healthful and affordable housing units for all residents, especially for those of low and moderate income and those with special needs.

Housing Policies**Policies for Development of Housing:**

1. To ensure continued availability of suitable sites for construction of a variety of housing through regular review and amendment of the General Plan and Zoning Map.
2. To continue to provide for second units on larger residential lots where service lines have the capacity for increased density.

¹ Represents the first planning period for the elimination of non-market rate housing needs under revised Guidelines established by the California Department of Housing and Community Development.

² Non-Market Rate housing needs refer to all households having an income insufficient to purchase or rent housing in the current market without some form of subsidy.

³ Households of moderate income comprise a group having incomes ranging from 80% to 120% of the median income of Madera households. It is estimated that about half of the total moderate income households require some form of housing subsidy or overpayment to meet housing costs.

3. To recognize the housing needs of low and moderate income persons and special need groups, and encourage development of housing to meet these needs.
4. To continue to review development proposals for compatibility and for logical and efficient extension of services.
5. To coordinate with the County of Madera to assure an orderly pattern of urban growth with adequate provision for urban services.
6. To encourage developers of rental units to consider units for large families.

Policies for Conservation and Maintenance of Housing:

7. To encourage the preservation and enhancement of architecturally significant structures.
8. To continue to uphold the Fair Housing policy of the City of Madera.
9. To promote the use of energy conservation measures in residential units to reduce household utility costs as well as to conserve energy.
10. To encourage the continuation of energy conservation programs offered through P.G. & E., including rebate programs and zero interest financing of energy conservation measures.

Policies for Improvement of Housing:

11. To support and promote vigorous code enforcement efforts for residential units to alleviate hazardous conditions and achieve a safe and healthful living environment for all residents.
12. To utilize Federal and State grant programs for betterment of housing conditions and related infrastructure in residential development.
13. To continue and expand the programs of the Housing Authority to address the housing needs of lower income persons in the community.
14. To promote the creation of new jobs in the community and to improve the financial resources of residents.
15. To recognize and encourage the efforts of the Rescue Mission to feed and house the homeless.

Housing Programs

Programs for Development of Housing:

1. Program statement: Continue to review development proposals for consistency with the General Plan, including the Housing Section (Element).

- Responsibility: Community Development Department and Planning Commission
 - Funding: City General Fund - regular staffing
 - Objective: Development proposals which are consistent with and carry out the intent of the General Plan
 - Time frame: On-going
2. Program Statement: Construct new residential units to meet the basic construction need.
- Responsibility: Private sector with City responsible for zoning of adequate sites.
 - Funding: Unknown - private sector
 - Objective: Construction of 3,427 units by 1992
 - Time frame: On-going to 1992
3. Program Statement: Continue to promote orderly growth and logical extension of urban services through coordination and cooperation with the County of Madera and other local service agencies.
- Responsibility: City Community Development and Engineering Departments
 - Funding: City General Fund and regular staffing
 - Objective: Orderly growth; full provision of urban services in the urban area.
 - Time frame: On-going
4. Program Statement: Preparation of a Development Procedures Manual
- Responsibility: City Community Development Department
 - Funding: City General Fund and regular staffing
 - Objective: An organized, streamlined and understandable manual to assist developers through project review and approval processes.
5. Program Statement: Implement the Storm Drainage Master Plan to facilitate construction of an adequate storm drainage system to serve developing areas.
- Responsibility: City Engineering Department
 - Funding: Drainage fees and assessments
 - Objective: An effective system in place to accommodate new development.
 - Time frame: January, 1988; development on-going
6. Program Statement: Review and adapt the mobilehome park standards to current zoning district classifications which permits parks within all residential zones subject to the prescribed density standards of the zone.
- Responsibility: City Community Development Department
 - Funding: City General Fund and regular staffing.
 - Objective: An up-to-date set of standards which afford opportunity for development of mobilehome parks in the City.
 - Time frame: October, 1987

7. Program Statement: Develop standards for second-units on residential lots beyond the existing general provisions of the zoning code in order to encourage development of affordable units within the limits of service capabilities.
 - Responsibility: City Planning Division in conjunction with the Building Division and Engineering Departments.
 - Funding: General Fund and regular staffing.
 - Objective: Create opportunity for additional affordable units.
 - Time frame: January, 1989
8. Program Statement: Study and present alternatives for an amendment to the Land Use and Circulation Elements of the General Plan to provide for increased densities or a wider range of residential densities.
 - Responsibility: City Community Development Department
 - Funding: General Fund and regular staffing.
 - Objective: Amendment of the General Plan to provide for a wider range of residential densities to respond to changing trends in household sizes and affordability.
 - Time frame: July, 1988
9. Program Statement: Amend the zoning code to increase the time for which a permit is valid prior to the issuance of building permits.
 - Responsibility: City Community Development Department
 - Funding: General Fund and regular staffing.
 - Objective: To increase the time frame in which a developer can prepare for construction without the need for a time extension.
 - Time frame: January, 1987

Programs for Conservation and Maintenance of Housing:

10. Program Statement: Continued enforcement of building, electrical, mechanical and fire codes to assure safe housing.
 - Responsibility: Building Division and Fire Department
 - Funding: General Fund and regular staffing
 - Objective: Safe and sound housing units
 - Time frame: On-going
11. Program Statement: Continue to maintain public housing units for the elderly, farm laborers and other lower income households.
 - Responsibility: Madera Housing Authority
 - Funding: HUD funds

- Objective: Maintenance of the 76 units for the elderly, 100 farm labor units and 200 other units.
 - Time frame: On-going
12. Program Statement: Continue to administer the Section 8 Housing Program to provide housing opportunities for lower income households.
- Responsibility: Madera Housing Authority
 - Funding: HUD funds
 - Objective: Availability of 143 certificates for housing persons of lower income.
 - Time frame: On-going
13. Program Statement: Continue the City's Comprehensive Street Tree Maintenance Program and other service system maintenance and improvement programs.
- Responsibility: Public Works Department, in conjunction with Engineering Department on improvement projects.
 - Funding: General Fund, gas tax revenues, and regular service fees associated with new construction.
 - Objective: To maintain and improve existing levels of service in residential areas (streets, water, sewer and storm drainage).
 - Time frame: Annual review in conjunction with City budget activity; on-going.
14. Program Statement: Develop and implement a neighborhood house painting program utilizing CBDG loan repayment funds.
- Responsibility: Community Development Department, Rehab Division
 - Funding: Repayment funds from CDBG Rehab programs
 - Time frame: Program development, October, 1986; Implementation on-going as funds become available.
15. Program Statement: Continue to explore funding sources other than CDBG funds as well as other means to promote housing rehabilitation throughout the community.
- Responsibility: Community Development Department
 - Funding: General Fund and regular staffing.
 - Objective: An active city-wide Housing Rehab Program to conserve existing residential neighborhoods.
 - Time frame: On-going
16. Program Statement: Continue to seek out and utilize available funds for weatherization and energy conservation work in homes.

- Responsibility: Community Development Department Rehab Division; Self-Help Enterprises; Fresno County Economic Opportunities Commission; and Madera County Action Committee.
 - Funding: State Office of Economic Opportunity and private utility company.
 - Objective: Conservation of energy and reduced housing costs for approximately 175 elderly and lower income households.
 - Time frame: 1986, on-going if funds are available.
17. Program Statement: Support efforts to preserve and restore historically and architecturally significant structures through cooperative effort with private individuals and groups by providing staff assistance on planning and code issues.
- Responsibility: Private sector with assistance from Community Development Department.
 - Funding: Private, and General Fund and regular staffing.
 - Objective: To recognize and preserve significant structures.
 - Time frame: On-going

Programs for Improvement of Housing:

18. Program Statement: Utilize existing Section 8 program funds as available to subsidize housing costs for lower income households.
- Responsibility: Madera Housing Authority
 - Funding: HUD Section 8 funds.
 - Objective: Funding for 50 additional households each year if funds available.
 - Time frame: Annual application starting in 1986, based on meeting eligibility requirements.
19. Program Statement: Continue the City's Housing Rehab Program.
- Responsibility: Community Development Department Rehab Division
 - Funding: CDBG funds
 - Objective: rehabilitate 40-50 single family units/year, assuming funding availability (total of 275 units during the period to 1992).
 - Time frame: Annual application; on-going
20. Program Statement: Continue to apply for and utilize the State's Deferred Payment Rehabilitation Loan Program within the City's ability to administer the program and commit to an annual on-going monitoring program.
- Responsibility: Community Development Department Rehab Division
 - Funding: State DPRCP
 - Objective: To supplement CDBG funds for rehabilitation of 6-10 single family units or 12 multi-family units per year.
 - Time frame: On-going as funds are available.

21. Program Statement: Utilize available new funding source to improve housing availability and conditions of lower income households.
 - Responsibility: Madera Housing Authority; Community Development Department
 - Funding: Unknown; State or Federal sources.
 - Objective: To maximize housing opportunity for low income persons.
 - Time frame: Applications to be made as funds are available.
22. Program Statement: Develop and implement a program to provide short-term emergency housing for persons who must be moved from existing housing due to hazardous conditions.
 - Responsibility: Building Division
 - Funding: Investigate alternatives, including State emergency housing funds.
 - Objective: To provide short-term emergency housing in serious abatement situations.
 - Time frame: Program development, January, 1987; on-going.
23. Program Statement: Support legislation which creates funds for emergency shelter that include administrative costs and/or are of sufficient amounts that allow for program start-up and acquisition of emergency housing facilities.
 - Responsibility: Madera Housing Authority
 - Funding: State or Federal funds
 - Objective: Provision of emergency shelter for the homeless.
 - Time frame: On-going
24. Program Statement: Continue to work with property owners to abate dilapidated, hazardous buildings while pursuing funding sources for an active abatement program.
 - Responsibility: Building Division
 - Funding: General Fund for staff; other sources unknown
 - Objective: To abate 10 unsafe structures per year.
 - Time frame: On-going
25. Program Statement: Direct a portion of the City's revenue sharing funds to improvement of east side municipal services. [Note: Federal revenue sharing discontinued]
26. Program Statement: Continue to incorporate energy conservation measures into Housing Rehab work, especially insulation and weather-stripping.
 - Responsibility: Community Development Department Rehab Division
 - Funding: CDBG funds
 - Objective: To conserve energy and reduce utility costs for low income families at the rate of 40-50 units per year.
 - Time frame: On-going

Programs for Review and Monitoring of Housing Activities:

27. Program Statement: The Housing Element will be reviewed annually and updated in 1992. An annual progress report will be made to the Planning Commission on the status of housing programs, recommended updates and the availability of sites to meet construction needs.
 - Responsibility: Community Development Department and Planning Commission
 - Funding: General Fund and regular staffing
 - Objective: An annual report on status of housing
 - Time frame: February of each year
28. Program Statement: Maintain an inventory of vacant land by zoning classification along with a subdivision activity list for reference in the evaluation of available sites for housing development.
 - Responsibility: Community Development Department
 - Funding: General Fund and regular staffing
 - Objective: Current list of vacant land
 - Time frame: Bi-annual updates.
29. Program Statement: Develop a land management computer program for purposes of tracking development and providing a data base for housing and other development activity.
 - Responsibility: City Finance, Community Development Departments.
 - Funding: General Fund special program; input through regular staffing.
 - Objective: A current and readily accessible data base including condition of housing data.
 - Time frame: January, 1987, program complete;; January, 1988, base data input complete; on-going updates.
30. Program Statement: Continue to collect data on housing construction and occupancy in group quarters for the State Department of Finance's preparation of annual population estimates and related housing data.
 - Responsibility: Community Development Department and Building Division
 - Funding: General Fund and regular staffing.
 - Objective: Annual compilation of development activity.
 - Time frame: Annual and on-going
31. Program Statement: To continue to promote equal housing opportunity for all persons in Madera through enhancement and direct response to all claims of unlawful practices prohibited by Fair Housing Policy.
 - Responsibility: Community Development Department

- Funding: General Fund and regular staffing.
- Objective: Implementation of the City's Fair Housing Policy
- Time frame: On-going

Overall Objectives

Overall objectives of construction, rehabilitation and conservation for the planning period of 1985-1992 are as follows:

- | | | |
|------------------|---|-------------|
| - Construction | = | 3,427 units |
| - Rehabilitation | = | 275 units |
| - Conservation | = | 376 units |

SECTION D - MUNICIPAL DRAINAGE, WATER AND SEWERAGE SYSTEMS & SOLID WASTE DISPOSAL

MUNICIPAL DRAINAGE

Characteristics of the Drainage System

The City's drainage system consists of a series of basically unconnected systems, including surface facilities (curb, gutter and street), underground facilities (catch basins and drainage pipe), retention facilities (both temporary and permanent fenced ponding basins scattered throughout the community), and irrigation canals and pipelines which traverse the urban area and the Fresno River channel.

The street system serves as a vital part of the storm water conveyance system because it provides a surface wide enough to be engineered to carry both storm water and vehicle traffic without conflicts or accidents. However, due caution must be taken when various streets experience flooding during periods of heavy rainfall. When the practical capacity of various sections of the street system to serve as a conveyance system are reached, it is necessary to pipe the water to points of disposal. Storm water is retained in permanent or temporary ponds until it can percolate through the soil. The irrigation canals and River also serve as points of disposal for carrying water out from the community, except during wet years when the canals and pipelines may be running at capacity. The River rarely carries much water since dams were constructed upstream, and it has not flooded beyond its banks since then.

Drainage System Policy Considerations

The City's Master Storm Drainage Plan prepared in 1980 indicated that \$7.9 million would be needed to meet the year 2000 needs for land acquisition and piping. Lacking adequate funding for the purpose, the City has required developers to install ponding basins as temporary solutions. For residential areas, this has involved a ratio of approximately one acre of ponding basin for every 40 gross acres of development. This situation has a negative impact on the community in several ways. For the developer, land having considerable value for development is tied up as temporary basins which also involve costs of construction, fencing and maintenance. Such maintenance includes weed control, fence repairs, scarifying the bottom of the basin, dressing the slopes and removal of silt and debris. For the City, these so-called "temporary" basins take on a permanency beyond their original intent as long as permanent drainage solutions go unfunded. For the neighborhood, the drainage basin can become an eyesore and attractive nuisance if not also designed and maintained for some form of recreation use.

The Drainage Master Plan is highly encouraging of the use of ponding basins which are also capable of recharging underground aquifers as a means of water conservation. These ponds may be redesigned, graded and planted for appropriate recreation use during dry periods. In addition to sector-by-sector analyses of needs to overcome existing drainage deficiencies and to meet the

needs of developing areas, the Master Plan calls for a program of early (permanent) drainage basin acquisition to save the costs of inflation, and sale of excavated soil as fill dirt.

With 11 years having passed since preparation of the Drainage Master Plan, it is time for a reassessment of policy. The timing appears right as the City undertakes a more comprehensive approach to the determination and allocation of fees to meet the needs for all types of community infrastructure. As a minimum, such reassessment should include the following:

1. Map the location of existing on-site drainage ponds in relation to those locations for large off-site ponds recommended by the Drainage Master Plan.
2. Update the costs of satisfying unmet needs identified in the 1980 study, including the costs of conveyance to permanent basins if temporary basins are converted to urban use.
3. Include the acquisition of off-site ponding sites capable of recharge included in the current study of development fees being conducted for the City.
4. Establish a per acre drainage fee for new development as recommended by the Master Plan study prepared in 1980.

MUNICIPAL WATER SYSTEM

Characteristics of the Water Supply System

The City's water system consists of a group of interconnected sub-systems serving specific areas in accordance with City policy. Water is currently supplied from 11 wells, with three wells in process of development, and the pipe system is looped to assure adequate pressure throughout the City. Unlooped sections will be completed as lands in the vicinity are developed. New wells typically are drilled to a depth of about 540', as compared to the 350' depth of old wells. City policy calls for the placement of 12" water mains on a 1/2 mile grid system, with 8" and 6" lines used to serve developed areas within the main grid. The minimum size water line allowed is 6". The quality of the City's water is termed "very good" by the Public Works Director and based on thorough laboratory testing. Currently, the City has contracted for three new wells. The policy is to acquire a site and drill where wells are needed. The cost of a new well is reflected in the City's development fee structure. Wells are designed to operate at approximately 2,500 gpm (gallons per minute).

Water Policy Considerations

Current conditions and practices in water system development and management do not pose any special problems for land use policy. Any new development outside of the current City water system will necessitate the extension of the grid pattern and new wells as needed.

MUNICIPAL SEWERAGE SYSTEM

Characteristics of the Sewage Treatment System

The sewerage system consists of collection, treatment and effluent disposal components. The collection system involves a series of gradually increasing pipe sizes to handle the flow of untreated wastewater (influent) from all public and private generators of liquid waste within the area served by the Wastewater Treatment Plant. After treatment, the effluent is discharged to a series of fourteen 20 acre percolation ponds where the effluent is allowed to evaporate as well as percolate into the soil as the final stage of treatment. An 40 acre irrigated farm is also used for effluent reclamation. Periodically, the sludge ponds are allowed to dry so that accumulated sludge can be removed.

The municipal sewer treatment plant is located at Avenue 13 and Road 21-1/2, about 3-1/2 miles southwest of the City and well beyond current and anticipated areas of urban expansion. Current treatment capacity of the plant is 7.0 MGD (million gallons per day), as compared to an operating volume of about 4.0 MGD. This differential indicates that the City is in a generally good position to accommodate population growth and urban expansion -- with the exception of accommodating food processing industries which may use large volumes of water and generate high levels of organic matter. The treatment plant is operating at approximately 65% to 75% of capacity for B.O.D. (biochemical oxygen demand) and SS (suspended solids). The second phase plant expansion project called for in the City's 20-year Wastewater Treatment Master Plan will increase the hydraulic capacity to 10 MGD and approximately double the BOD and SS capacity.

Sewerage System Policy Considerations

Parts of the expanding urban area which currently are difficult to serve include the area north of Ellis Street to Avenue 17, the area along Road 28 south of the Millview Elementary School to Sunrise Avenue, and additional density in the Parksdale residential area southeast of town. The area north of Ellis Street encompasses extensive vacant acreage that could be in-filled with residential use if a new sewer interceptor was extended into the area. It is extremely important that both of these areas have the capability for urban expansion if better balance in the urban pattern is ever to be attained. Expanded service to the Road 28 corridor is constrained by the size of the existing interceptor line under Freeway 99 which is running at or near its capacity of 540,000 gallons per day. Unless capacity under the freeway is increased (at considerable cost - the City Sewer Plan calls for a parallel line) further residential development in the Road 28 corridor is limited.

SOLID WASTE DISPOSAL

Solid waste disposal is provided under contract with the City by Browning Ferris Industries (BFI). BFI deposits solid waste at the Fairmead Sanitary Landfill, located approximately 11 miles northwest of the community. Fairmead Landfill has been receiving the majority of refuse generated within the County at a rate of about 200-220 tons per day. Monitoring programs conducted by the County and the EPA indicate that the landfill has not caused any detectable groundwater contamination or methane gas accumulation problems in its more than 33 years of operation.

The useful life of the landfill has been reached. Preliminary studies favor expansion of the existing landfill as the most economical and environmentally sound course of action.

PART V

RESOURCE MANAGEMENT ELEMENT

INTRODUCTION

The Resource Management Element (RME) brings together two mandatory elements and one optional element into a single functional element of the General Plan. They are: Conservation and Open Space (mandatory) and Recreation (optional).

RELATIONSHIP TO REQUIREMENTS FOR ENVIRONMENTAL ASSESSMENT

In addition to providing important policies for the management of local resources, the RME is intended to aid the City in determining whether a proposed public or private project is likely to have an "significant effect" on the environment as defined by the California Environmental Quality Act (CEQA). Since this General Plan document also contains the General Plan EIR (see Part VIII), the document further serves as the foundation for environmental assessments for specific projects within the community. While subsequent environmental assessments, including Initial Studies, Negative Declarations and various types of EIR's, may reference and summarize material from any part of this General Plan document, the information and policy in this Section will have special relevance for many projects.

In fostering the objectives of CEQA, RME policies permit sponsors of public and private projects to consider all but the most site specific environmental factors during the earliest stages of project conception. This will avoid unnecessary risks and loss of time and funds during later stages of the development process.

OPEN SPACE CLASSIFICATION SYSTEM

For convenience and simplicity in organization and description, all General Plan elements included under the RME are covered under the following open space classification system:

- A. **Open Space for Managed Resource Production**, including prime agricultural lands, lands producing specialty crops, and lands for grazing, mineral production and water supply.
- B. **Open Space for the Preservation of Natural and Human Resources**, including fish and wildlife habitat, unique geological and landscape and historical features.
- C. **Open Space for Health, Welfare and Well-Being**, including lands to protect the quality of water resources, to provide for the disposal of solid and liquid wastes, and to improve the quality of the airshed and to protect developed lands from flooding.

- D. Open Space for Shaping Urban Growth**, including lands to preserve community identity, lands necessary to prevent excessive costs in the provision of urban services and facilities, and lands which give form and dimension to the character of the urban pattern.
- E. Open Space for Outdoor Recreation**, including neighborhood and community recreation parks, school site recreation areas, regional and state parks, recreation corridors and trails, unspoiled natural areas, and scenic and recreation travel corridors.

The relationship of this classification system to the General Plan Elements included in the RME is shown in Table V-1. This matrix illustrates the interrelated character of these elements and why the open space classification system provides such a useful vehicle for describing proposals of the RME.

TABLE V-1

MATRIX ILLUSTRATING THE RELATIONSHIP BETWEEN COMPONENT ELEMENTS OF THE RME AND THE OPEN SPACE CLASSIFICATION SYSTEM

<u>Open Space Categories</u>	<u>Elements of the General Plan</u>		
	<u>Conservation</u>	<u>Open Space</u>	<u>Recreation</u>
Managed Resource Production	x	x	
Preservation of Natural & Human Resources	x	x	x
Health, Welfare & Well Being	x	x	x
Shaping Urban Growth	x	x	x
Outdoor Recreation	x	x	x

NOTE: "x" indicates categories which fulfill various requirements of State Law for the elements of the General Plan included as part of the RME.

OPEN SPACE FOR MANAGED RESOURCE PRODUCTION

Proposals for this category concern productive agricultural lands which generally surround the community.

While it is very important to minimize the amount of agricultural land converted for urban use, and to avoid premature conversion, it is also recognized that virtually all urban expansion must take place on land which now is being farmed or which has been farmed. The consequences of any policy of absolute preservation of agricultural land would be to create a monopoly in the urban land market and eventually stymie urban expansion to the detriment of long-range economic and social interests of the community.

Policies

1. To avoid the premature conversion of agricultural lands both within and outside of the City limits, residential commercial and industrial "Reserves" have been designated on the General Plan Diagram to be withheld (generally) from urban development until after the year 2000. This includes "reserves" which may be annexed during the interim.
2. Productive agricultural acreage should be developed under a phasing program which will retain agricultural production as long as possible.
3. The extent of urbanization proposed is based on the principle that the capacity to accommodate population and economic growth is dictated by the need to preserve environmental qualities rather than on the potential of Madera to grow beyond its current planning boundaries.
4. Exclusive agricultural zoning should be continued by the County on agricultural lands outside the Urban Development Boundary (UDB). Existing County agricultural zoning should be continued on lands within the UDB in accordance with development phasing policies of the General plan. A right-to-farm ordinance should be adopted by the City.
5. The protection of agricultural lands from premature conversion to urban use should be reinforced by firm policies of the City not to permit the extension of sewer and water lines to such lands.

OPEN SPACE FOR NATURAL AND HUMAN RESOURCES

Proposals for this category cover wildlife habitat, landscape features and structures of historic significance. Lands within or adjacent to the Urban Development Boundary are mostly devoid of any natural landscape features. However, ornamental trees and shrubs within the urban pattern (and vineyards, orchards and field crops around it) have become essential components of the urban landscape, providing shade, accent, color, windbreaks, and visual screening. Street trees have become especially important to the residential environment and to soften the otherwise harsh environment of the Central Business District and other commercial areas throughout the City.

In contrast, commercial and industrial areas extending northwest along the Gateway Drive corridor through the City are almost barren of tree and shrub plantings.

Buildings and sites of historic value can be found throughout older sections of the community. The old County Courthouse and the old City Hall are examples of public buildings worthy of preservation.

Policies

1. Appropriate trees within public rights-of-way are to be retained and new street trees planted and maintained in accordance with policies and procedures of the City's Master Street Tree Plan and Street Tree Ordinance. Only trees which are either badly diseased, disruptive of street improvements because of root growth, or dangerous to the public shall be allowed to be removed. The installation of street trees shall be made a condition of approval of residential, commercial, industrial and institutional development along such streets.
2. Appropriate ornamental walls, street trees, shrubs and automatic irrigation shall be required as a condition of approving residential subdivisions and other types of development which are designed to back-on to an Arterial or Collector street.
3. External site landscaping shall be required of all development projects which are subject to Site Plan Review provisions of the City's Zoning Ordinance.
4. The design and placement of on-premise signs shall be regulated so as to avoid visual chaos and confusion within commercial and industrial areas; prohibition of the installation of off-premise outdoor advertising signs (billboards) continues as a policy and regulation of the City.
5. Tree and shrub planting within park and recreation areas and the Fresno River channel should be selected to assure adequate food and nesting habitat for small birds and mammals characteristic of the area.
6. In coordination with the local historical society, the City should sponsor and maintain an inventory of historic structures that are judged worthy of preservation under criteria established by the State Department of Parks and Recreation. Steps necessary for preserving historic and architectural character of building facades while allowing for appropriate use under the General Plan should then be promulgated.

OPEN SPACE FOR HEALTH, WELFARE AND WELL-BEING

Proposals for this category are limited to water, sewer and drainage utility systems, solid waste disposal, flood plain management and air quality management.

Water quality within the Madera planning area is protected by treatment and disposal of liquid wastes through the sewerage facilities maintained by the City of Madera. Domestic water

supplies are provided by a system of interconnected distribution lines utilizing water from the City's wells. Surface water drainage depends on a series of drainage sub-systems for the collection and disposal of surface water. Solid waste disposal depends on collection and disposal by a carrier contracted by the City to a landfill located outside of the urban area.

There are no natural flood plains within the urban area which could have an adverse impact on development. The flood plain of the Fresno River under a 100 year storm condition is now confined to the river channel as the result of the upstream construction of the Hidden Valley Reservoir dam.

The City and its environs are impacted by conditions of air pollution generated upwind within the San Joaquin Valley and from outside of the region (San Francisco Bay Area). The transfer of air pollutants from traffic upwind along Freeway 99 is substantial, especially during the summer and fall months of the year. The community is also adversely affected by particulates generated by the plowing of land in spring and the burning of agricultural wastes.

Policies

1. The City should continue to improve the quality of its drinking water through appropriate improvements to the domestic water system.
2. The City should continue to its program for enlargement of sewerage system capacity in order to meet the needs of urban expansion under policies of the General Plan.
3. The City should continue to impose standards which require industrial process analysis before the fact of site and building permit approval to assure compliance with State water and air quality standards. Standards should provide for periodic monitoring of industrial processes which could have an adverse impact on water or air quality, including impacts that could result from a break-down in equipment designed to control emissions or the pre-treatment of industrial liquid waste.
4. Industrial process review that may be required to determine conformance with industrial performance and air quality standards should be conducted by an engineer licensed in the State of California having demonstrated experience in the type of industrial process involved. Such review should be provided initially as part of the environmental assessment process and prior to any approval under Site Plan Review.
5. The City should require positive control of dust particles during project construction activities, including watering or use of emulsions, parking of heavy equipment on paved surfaces, prohibition of land grading operations during days of high wind (beginning at 10mph, with gusts exceeding 20 mph), and prohibition of burning on vacant parcels.

OPEN SPACE FOR SHAPING URBAN GROWTH

Open space in the Madera area that has the effect of shaping the pattern of urban growth is limited to the extensive agricultural acreage that borders the community on all sides. No special

measures are required except those provided above under the topic Open Space for Managed Resource Production.

Because of the complexity of the Recreation Element, it begins below under a more enlarged format than that used for previous sections of the RME.

OPEN SPACE FOR OUTDOOR RECREATION

INTRODUCTION

The Recreation component of the RME describes a comprehensive network of designated recreation areas, facilities and services needed by people of the community. Proposals are based on information derived from the following:

- Meetings and surveys with local athletic leagues.
- User interest surveys by Parks and Community Services Department staff.
- Experience with scheduling and use of all existing recreation areas and facilities.
- Input from local community groups and service clubs.
- Discussions with school officials.
- Discussions with private organizations.

Background studies also reflect discussion with and recommendations received from the following:

- Park and Recreation Advisory Board
- Lion's Town & Country Park Committee
- Park and Community Services Director
- Madera City Manager and Department Heads
- City Planning Commission
- City Council

Every present-day indicator of economic and social trends points toward the availability of an increasing proportion of leisure time. Therefore, a serious attempt to meet the needs of City residents in the face of existing deficiencies and demands will require a substantial commitment by the City, other agencies of local government and private groups. A key factor is the complexity of recreation activity. Participation in recreation activity is an individual choice made on the basis of knowledge, skill, aptitude, and social and economic status. A myriad of recreation pursuits exist, and new forms continue to emerge even before society has learned to respond to older ones.

Recreation areas can be man-made (e.g., parks) or natural (e.g., rivers and mountains). Uses of recreation areas are as varied as the imagination and interest of the user. Recreation is for all ages and can be enjoyed on an individual or group basis. Recreation opportunities must be provided in every community which desires to enhance the quality of life for its citizens. The

Recreation Element is intended to assist the City in understanding recreation opportunities that exist and what must be done to create a balanced and varied system of recreation facilities.

Basic Divisions of Responsibility

The basic roles of each level of government and the private sector are summarized below prior to defining the specific roles for the City of Madera. The function of recreation facilities supplier provides the clearest basis for allocating responsibilities:

1. **The primary roles of the City and of local school districts** as suppliers are to provide those park and recreation areas, facilities and programs which are needed to meet neighborhood and community needs of Madera urban area residents.
2. **The primary role of the County of Madera** as a supplier should be to provide those park and recreation areas, facilities and programs necessary to meet the "County day-use" needs of all residents of the County. Such needs are largely of an outdoor recreation character for which demand exists within one-half to one hours driving time, including sightseeing, picnicking, day-use and limited overnight camping, hiking, boating and natural area swimming, hunting and fishing.
3. **The primary role of the State of California** as a supplier is to preserve and (as appropriate) develop those areas which have natural or historic values which will benefit the people of the entire state as recreation sites.
4. **The primary role of the private sector** as a supplier is to enrich recreation opportunity for self-determining groups and the individual which cannot be met easily, or at all, by government. As used here, the phrase "private sector" refers to civic, fraternal, religious, service and charitable organizations, to commercial recreation interests and to voluntary services by individuals.

RECOMMENDED STANDARDS AND DEFINITIONS

The standards which follow are based on those recommended by the National Recreation and Park Association and the Park and Recreation Division of the League of California Cities.

Playlots

The Playlot is a small area intended for children up to 6-7 years of age. Essentially, is a substitute for the residential backyard and thus normally is provided only in high density areas. Playlots are expensive to maintain and difficult to administer but serve an important function, especially within inner-city areas. They range in area from 2,500 sq. ft. up to one acre and usually feature play apparatus, a paved area for wheeled toys, benches, sand area, a small wading or spray pool, and landscaping. They should be located within a block (or near the center) of a housing development. Children should not be required to cross an Arterial street to reach a playlot.

Mini or Pocket Parks

Great emphasis has been given of late to mini-parks, which usually are vacant lots combined and converted to recreational use. In some instances, they become permanent features in the neighborhood, but should be supportive of adequate open space for all needed facilities. Mini-parks may serve only children, only senior citizens, or any group, depending on the needs in the neighborhood. Size and location is determined more by the availability of land than any other factor. Mini-parks may feature childrens' play areas, quiet games, landscaping and some sports facilities such as multi-purpose courts if space allows. A typical size would be in the range of one to three acres.

The mini-park offers other valuable effects including use of vacant lots, removal of dilapidated structures, and providing a bright spot of visual quality in an otherwise run-down area. Where maintained by neighborhood groups, mini-parks stimulate civic pride and greater respect for other public properties. Madera now has several mini-parks which currently serve the needs of sub-neighborhood areas.

Neighborhood Park

A neighborhood park is usually defined as any general use park area of 5-20 acres developed to serve the recreation area needs of a particular neighborhood within a community. The neighborhood park seldom if ever include specialized facilities such as a large swimming pool or gymnasium which would attract participation from outside the neighborhood. Location and size involves three principal factors: 1) neighborhood population; 2) service area; and 3) major physical boundaries.

Size depends on the population to be served. The formula recommended by the League of Cities and NRPA calls for a maximum service radius of one-half mile, which places the park within reasonable walking distance of potential park users. Generally, the population density of the service area should be at least 1,000 people. As a basis of comparison, a square mile area bounded by Arterial and/or Collector streets developed with 60% of the area in single-family use in Madera would typically yield a population of about 6,400.

The amenities recommended by national standards are intended to provide a park which will have an adequate scope of facilities to provide for recreation interests. Typically, they will include the following:

- | | |
|---------------------------------------|-----------------------------------|
| - Childrens' creative play area | - Special court areas |
| - Group picnic area | - Open turf areas |
| - Multiple use game courts | - Individual picnic sites |
| - Lighting for night use & protection | - Restroom storage and recreation |
| - Off-street parking as needed | office building |

The mini-park should not be confused with the neighborhood park. If its under three acres its a mini-park. The recommended national standard for a neighborhood park is 2.5 acres per 1,000 residents served, with a desirable size being 5-20 acres.

Community Parks

Community parks are intended to serve the recreational needs of several neighborhoods. It is usually 20 - 50 acres in area and attracts users more by automobile than by walking or biking. Where possible, community parks should adjoin junior and senior high schools. Facilities include athletic fields and court game areas, swimming pool, community center, family and group picnic areas, open lawn areas for free play and a quiet naturalized area for repose. Community parks are best located on or near Arterial streets with easy access from the neighborhoods served and within 1 - 3 miles of every residence. The increased mobility of teenagers as heavy users of community parks tends to widen the radius of the service area. The recommended standard for community parks is 2.5 acres per 1,000 people, with a minimum site area of 20 acres. Madera has one community park.

Regional Park

A regional park is normally intended to serve the population of several urban areas, providing the opportunity to get away from the noise and congestion of the city without having to travel a great distance. A minimum of 50 acres is required, with 250 - 500 acres being more desirable if a large natural area is available. The regional park may feature wooded areas, varying topography, water features, boating and swimming, a nature center, hiking and riding trails, day camps and some sports facilities on a less formal basis than those provided in the community park.

Responsibility for such large parks generally rests with the County or a regional authority such as a park and recreation district. They are not in any manner intended to take the place of neighborhood or community parks. The recommended standard is five acres per 1,000 people with a minimum of 50 acres.

Parkways

A parkway is essentially an elongated park area with a road throughout its length. Other than the roadway, use is typically limited to bicycle and pedestrian paths provided separate from the roadway. The parkway serves to provide a connection between larger units of the park system or to provide a pleasant means of travel between the city and outlying areas. Parkway often follow river or stream alignments, shorelines of large lakes or natural wooded areas. Thus its location and size is dependent on the availability of such resources. Where these resources do not occur naturally, a parkway effect can be created through proper landscape design and planting to simulate natural conditions. A minimum right-of-way width of 300' is recommended. Banks of the Fresno River and some sections of canal and railroad rights-of-way could provide a parkway opportunity in Madera.

Selected Specialized Facilities

A **playfield** of 10-20 acres is oriented to athletic use and is often provided separate from parks or as part of a high school athletic complex. Athletic fields typically will provide for such

spectator sports as football, baseball, track & field and soccer. Because of spectator noise and night lighting, playfields are often removed from residential areas.

A **swimming pool** sized for a large number of users and for competitive sports will draw users from considerable distances, especially when there are not enough pools to serve the community. It is highly desirable to include indoor or indoor-outdoor pools as part of the junior or senior high school complex. Availability for elementary school use is also desirable so that swimming can be learned at an early age.

A standard of 15 sq. ft. of water surface for each three percent (3%) of the population is recommended. This is the equivalent of 450 sq. ft. of surface area per 1,000 people. An average 50 meter pool will be about 9,000 sq. ft. serving a population base of about 20,000. A 25 meter pool would serve about 10,000 people. Although swimming is generally perceived as a summertime outdoor activity, new design trends such as the air-supported roof have liberated the indoor-outdoor concept. Outdoor pools may only be in operation 25% - 35% of the time in the San Joaquin Valley, whereas an indoor-outdoor pool provides year-round use. Madera now has two public swimming pools.

A **golf course** generally requires 120-150 acres for 18 holes , and attracts users from 25 miles or more to play an attractive and properly maintained course. Location next to or as part of a community or regional park is desirable. Daily capacity is about 350-400 golfers, or about 80,000 rounds per year. Madera has a municipal course immediately west of the airport.

INVENTORY OF RECREATION AREAS AND FACILITIES

The reader is directed to the full text of the Recreation Element on file in the Parks and Community Services Department and the Community Development Department for a description of existing recreation areas and facilities.

PROPOSALS FOR PARK AND RECREATION DEVELOPMENT

Based on an annual rate of population increase of 6% over the next five years, and declining to a rate of 4% thereafter, all land currently allocated for residential use within the City's planning area will be built out in about 38 years -- i.e., by the year 2028.¹ Applying an overall standard of 3 acres of developed park area per 1,000 people, the following new park and recreation facilities will be required to meet needs by the year 2028.

Parks and Recreation Projects

- | | | | |
|----------------------------------|------|--|-----|
| - Convention/community center | (1) | - Multi-purpose gymnasiums | (4) |
| - Youth baseball diamonds | (22) | - Fresno River trail system | (1) |
| - Adult softball diamonds | (7) | - Community/Neighborhood parks - 200 acres | |
| - Youth soccer fields - 29 acres | | - LTC Park, Granada Dr. parking lot | (1) |

¹ City of Madera Impact Fee Study, October, 1990, David M. Griffith and Associates, Ltd.

- Park maint. shop (west)	(1)	-	LTC Park(*), Howard Rd. parking lot	(1)
- Park maint. shop (east)	(1)	-	LTC Park, addl pavilion	(1)
- Bergon Sr. center expansion	(1)	-	LTC Park, addl restrooms	(1)
- New senior center	(1)	-	LTC Park, addl picnic areas	(1)
- Regional park	(1)	(*)	Lions Town & Country Park	

Immediate Needs, 1991-1995

Regional Park: The City lacks a regional park within 25 miles of its boundaries. While California counties usually operate and maintain regional park facilities, Madera County has none. The Lions Town & Country Park (LTC) is a 50 acre facility located in the southwest section of the community, and is Madera’s largest park. Land adjacent to the park has been fully developed, foreclosing the opportunity for park expansion.

A 75 acre regional park adjacent to the newly completed golf course on Airport property is proposed to meet the regional park need. The park would be designed for passive recreation pursuits, excluding athletic fields, to be in harmony with the golf course and adjacent airport property. The recommended steps are to allocate property for the park site and fund the preparation of a park Master Plan. Facilities would be developed on an as needed basis.

Fresno River Trail System: A jogging, hiking and bicycling trail system is proposed along the length of the Fresno River extending west from the eastern boundary of the City. First phase development would begin at the Freeway 99 bridge and extend westerly to the City Limits west of Granada Drive. The second phase would extend from the Freeway 99 bridge to the Tozer bridge. The system would be tied-in with a bicycle/jogging loop along Road 23 north to Avenue 16, east to Granada Drive, and south to the Fresno River at the Granada Drive bridge.

The recommended steps are to prepare a Master Plan for the trail system and develop that part of the system from Freeway 99 to one mile west of the Granada Drive bridge. Additional development would take place as needed. An important segment of the second phase is proposed in the Land Use Section of Part IV to extend from Freeway 99 east to the Fire Station headquarters as part of implementing a Redevelopment Plan for the Central Business District.

Sports Complex: A 40 acre eastside sports complex is proposed adjacent to the Millview Community Center site. The complex would include 20 acres of soccer fields and 20 acres of adult softball fields. Additional youth fields will be added at the LTC park adjacent to the existing athletic field.

It is recommended that property be purchased and that a Master Plan be prepared. Development would take place as needed.

Neighborhood/Community Park Facilities and Playfields: Park areas required include 10-15 acre facilities in each of the West Cleveland, southwest Madera (near the hospital) and north Madera near Country Club Village. The development of 7-15 acres of MID Park along the river between Schnoor and Granada Avenues is considered critical. Five acre playfields adjacent to

Monroe, Sunset and Sierra Vista schools will assist in eliminating the overcrowding of athletic fields that occurs from teams practicing during soccer and baseball seasons.

Multi-Purpose Gymnasium: A multi-purpose gymnasium is proposed on Madera's westside to balance opportunity within the community for this type of facility. A study is required to identify the exact type of facility needed and a site location.

Medium-Term Needs, 1995-2000

Meeting the short-term needs to 1995 presented above will be guided by the Parks and Community Services five year capital plan which is reviewed and up-dated by the City each year. Medium-term needs to the year 2000 require consideration as the five-year plan advances by another year each year that it is up-dated. The acquisition of property to meet long-term needs should be the subject of consideration each year to assure that acquisition opportunities are not foreclosed by residential expansion. Where sites are required, they should be reserved for acquisition as part of the subdivision approval process where appropriate.

PART VI

HAZARD MANAGEMENT ELEMENT

INTRODUCTION

The Hazard Management Element combines the Safety and Noise Elements into a single element. [Note: the Safety Element is in itself a combination of the Seismic Safety and Safety Elements previously required by State Law but which were combined in the law as a single element in 1985]

SECTION A - SAFETY

INTRODUCTION

Section 65302 (g) of the California Government Code describes the requirements of the Safety Element as follows:

(g) "A safety element for the protection of the community from any unreasonable risks associated with the effects of seismically induced surface rupture, ground shaking, ground failure, tsunami, seiche, and dam failure; slope instability leading to mudslides and landslides, subsidence and other geologic hazards known to the legislative body; flooding; and wildland and urban fires. The safety element shall include mapping of known seismic and other geologic hazards. It shall also address evacuation routes, peakload water supply requirements, and minimum road widths and clearances around structures, as those items relate to identified fire and geologic hazards.

To the extent that a county's safety element is sufficiently detailed and contains appropriate policies and programs for adoption by a city, a city may adopt that portion of the county's safety element that pertains to the city's planning area in satisfaction of the requirements of this subdivision.

Each ...city shall submit to the Division of Mines and Geology of the Department of Conservation one copy of the safety element and any technical studies used for development of the safety element.

The City of Madera has previously adopted its own Public Safety Element and the County's Seismic Safety Element of the County General Plan, prior to amendments to the Government code which required the consolidation of these two elements as a single Safety Element. Both of these original elements were adopted in 1978 and 1976, respectively, and currently are being updated as a single Safety Element by the Madera County Planning Department. To the extent that these original elements apply to the Madera planning area, they are hereby incorporated by reference as part of this General Plan document. The descriptions goals and policies which follow supplement those contained in the City's previously adopted Public Safety Element and the County's Seismic Safety Element.

SEISMIC SAFETY GOALS AND POLICIES

The City of Madera is located within Seismic Zone V-1, which could be impacted by an earthquake along the San Andreas Fault of a magnitude 8.0-8.5. Under policies of Madera County's Seismic Safety Element, this zone is classified as requiring Zone II provisions for construction under requirements of the Uniform Building Code (UBC) for "normal facilities" and Zone II x 2 provisions for construction under requirements of the UBC for "critical facilities". The UBC now designates Madera within Zone 3 as being outside the critical zones such as are applied to the San Francisco Bay Area and Los Angeles Basin. Under Zone 3, unreinforced masonry structures are not considered to be as serious a threat as before.

Since new construction can be designed to withstand probable seismic shaking without collapse, the greatest existing danger for the Madera planning area is the continued use of older structures, and especially those of unreinforced brick or other masonry construction. Goals for achieving and maintaining safety from seismic events include preventing serious injury, loss of life, serious damage to critical facilities involving large assemblies of people, and loss of continuity in providing essential public services.

The achievement of these goals is to occur through implementation of the following policies:

1. Inventory all buildings which are unsound under conditions of "moderate" seismic activity; buildings having questionable structural resistance should be considered for either rehabilitation or demolition. Structures determined by the City's Building Official to be structurally unsound are to be reported to the owner and recorded with the County Recorder to insure that future owners are made aware of hazardous conditions and risks. [Because the inventory is not mandated by law, and would be costly, the City is encouraged to proceed as manpower and funds permit.]
2. All new building construction shall conform to the latest seismic requirements of the Uniform Building Code as a minimum standard.
3. The present commercial building height limit of 50 feet shall be maintained, with a maximum of four stories.
4. Soil compaction tests, and geotechnical analysis of soil conditions and behavior under seismic conditions shall be required of all subdivisions and of all commercial, industrial and institutional structures over 6,000 square feet in area (or in the case of institutional structures, those which hold 100 or more people).
5. The City should adopt an Earthquake Disaster Plan in coordination with Madera County and local special districts (school and irrigation). The Plan should identify hazards that may occur as the result of an earthquake of major magnitude. The Plan should be sufficiently broad in scope to include the designation of evacuation routes and means to coordinate all local government agencies in assisting local residents in the event of a major earthquake, large-scale fire or explosion, or hazardous chemical spill or release of hazardous air-borne gas.

6. All lines which are part of the domestic water distribution system should be looped to assure adequate pressure in the event of major fire, earthquake, or explosion. Emergency standby power generation capability should be available at all water wells to assure water availability in the event of a major power failure.

SAFETY GOALS AND POLICIES

Only hazards from man-made structural or chemical (urban) fires are covered by the Safety Element. The Madera urban area is not subject to the potential for damage from wildland fire. The potential for damage from flooding from a natural watercourse is very limited at the periphery of the urban area and does not exist within the developed community. Nevertheless, goals of the Safety Element seek to accomplish the following:

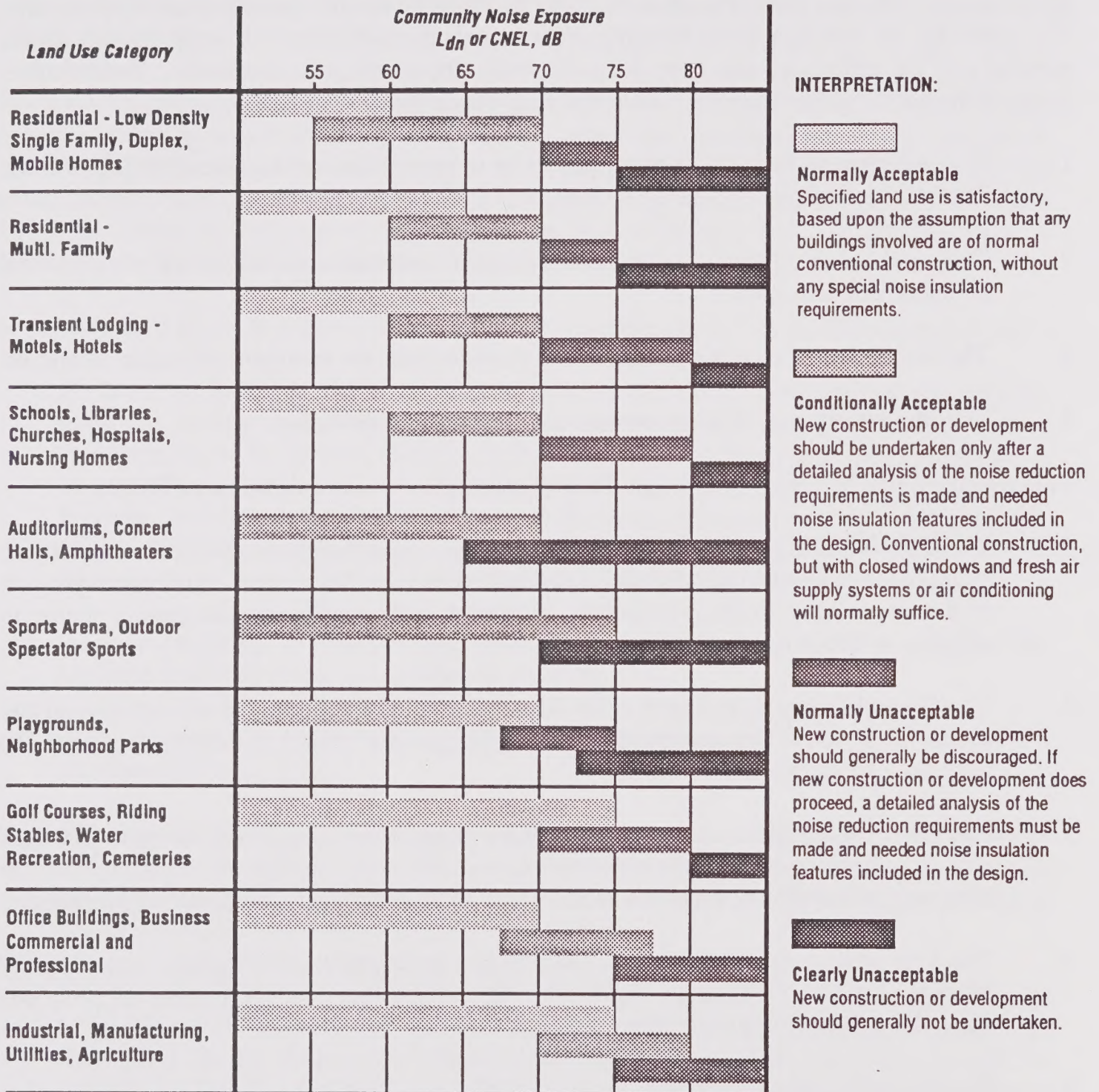
1. The reduction of loss of life or property due to crime, fire, earthquake, flooding or other disasters or hazards.
2. The provision of adequate medical and emergency services to reduce the effects of natural or man-made disasters.
3. The promotion of citizen awareness and preparedness for emergency/disaster situations.
4. The implementation of adequate inter-agency disaster planning.

These goals are to be achieved through the implementation of the following policies:

1. The City will continue to give high priority to the support of police protection, and to fire suppression and prevention functions of the Madera Fire Department. Ultimate expansion of the City's fire service is to include additional stations affording adequate response to all parts of the urban area.
2. The City will work to maintain a fire flow standard of 2000 gpm for all commercial and industrial areas of the community, and 1500 gpm for residential areas, to assure the capability to suppress urban fires.
3. The City will maintain a street system which is capable of providing access to any fires that may develop within the urban area, and which is capable of providing for the adequate evacuation of residents in the event of an emergency condition of magnitude.
4. The City will continue to maintain and update emergency service plans, including the Madera City Fire Department Emergency Operations Plan and the Hazardous Materials Spills Emergency Response Plan.
5. The City will continue to cooperate with the County of Madera and other agencies in pre-disaster planning activities such as the Evacuation Plan for a Hidden Lake Dam breach.

FIGURE VI-1

LAND USE COMPATIBILITY FOR COMMUNITY NOISE ENVIRONMENTS



6. The City will seek to reduce the risks and potential for hazards to the public through planning and zoning practices and regulations which avoid hazardous land use relationships, and by the continued and timely adoption of new-edition building and fire codes.

SECTION B - NOISE

INTRODUCTION

The City of Madera has previously adopted the Noise Element of the General Plan, first prepared in 1978. By this current General Plan document, the City's Noise Element continues in force and effect as if wholly contained herein. The statements of goals and policies which follow supplement those of the adopted Noise Element.

GOALS AND POLICIES FOR NOISE ABATEMENT AND CONTROL

The Goals of the Noise Element of the General Plan are to protect citizens from the harmful effects of exposure to excessive noise, and to protect the economic base of the City by preventing the encroachment of incompatible land uses near noise-producing roadways, industries, the railroad, and other sources. As a point of reference, Figure VI-1 illustrates the different degrees of sensitivity of various land uses to their noise environment, and the range of noise levels considered to be appropriate for the full range of land use activities involved. For example, exterior noise levels in the range of 50-60 dB CNEL (Community Noise Exposure Level) are generally considered to be acceptable for residential land uses, allowing normal indoor and outdoor residential activities to occur without interruption. In contrast, industrial activities relatively insensitive to noise may be located in a noise environment up to 75 dB CNEL without adverse affects.

The following policies reflect the commitment of the City to the noise-related goals outlined above:

1. Areas within the City shall be designated as noise-impacted if exposed to existing or projected future noise levels exterior to buildings exceeding 60 dB CNEL or the performance standards described in Table VI-1.
2. New development of residential or other noise sensitive land uses will not be permitted in noise-impacted areas unless effective mitigation measures are incorporated into project designs to reduce noise to the following levels:
 - a. Noise sources preempted from local control, such as railroad and highway traffic:
 - 60 dB CNEL or less in outdoor activity areas;
 - 45 dB CNEL within interior living spaces or other noise-sensitive interior spaces.

- Where it is not possible to achieve reductions of exterior noise to 60 dB CNEL or less by using the best available and practical noise reduction technology, an exterior noise level of up to 65 dB CNEL will be allowed.
- Under no circumstances will interior noise levels be allowed to exceed 45 dB CNEL with windows and doors closed.

b. For noise from other sources, such as local industries:

- 60 dB CNEL or less in outdoor activity areas;
- 45 dB CNEL or less within interior living spaces, plus the performance standards contained in Table VI-1.

3. New development of industrial, commercial or other noise generating land uses will not be permitted if resulting noise levels will exceed 60 dB CNEL in areas containing residential or other noise-sensitive land uses. Additionally, new noise generating land uses which are not preempted from local noise regulation will not be permitted if resulting noise levels will exceed the performance standards contained in Table VI-1 in areas containing residential or other noise-sensitive land uses.
4. Noise level criteria applied to land uses other than residential or other noise-sensitive uses shall be consistent with the recommendations of the California Office of Noise Control.
5. New equipment and vehicles purchased by the City shall comply with noise level performance standards consistent with the best available noise reduction technology.

TABLE VI-1

NOISE LEVEL PERFORMANCE STANDARDS

Uses not to be Permitted if Noise Levels Exceed these Performance Standards
in Areas Containing Residential, Schools or Other Noise Sensitive Uses

Exterior Noise Level Standards [*]

<u>Nighttime</u> <u>0:00pm - 7:00am</u>	<u>Sound</u> <u>Category</u>	<u>Max. Cumulative No.</u> <u>Minutes in any</u> <u>1-Hr. Time Period</u>	<u>Daytime</u> <u>7:00am - 10:00pm</u>
45	1	30	55
50	2	15	60
65	3	5	55
60	4	1	70
65	5	0	75

- [*] Each of the noise level standards specified in Table VI-1 shall be reduced by five (5) dBA for pure tone noises, noise consisting primarily of speech or music, or for recurring impulsive noises. The standards should be applied at a residential or other noise-sensitive land use and not on the property of a noise-generating land use.

THE EXISTING AND FUTURE NOISE ENVIRONMENT

The major noise generators in Madera are the freeway, the railroad, arterial streets, the airport, the Fairgrounds, and some industries. The Fairgrounds has special events, such as races, which can be audible across the entire community. The High School stadium is also a source of noise resulting from major sports events such as football games, but such events are too infrequent to constitute a problem for purposes of Noise Element policies. Facilities which are particularly sensitive to noise include schools, parks and the hospital. These facilities are sufficiently removed from major sources of noise so as not to be adversely affected.

Noise levels generated by aircraft operations at the airport have been observed most recently as part of the Airport Master Plan. As shown on Figure II-8 (page II-13), all noise contours of 60 or more CNEL are contained wholly within the airport boundaries. Railroad traffic does not pose any serious noise problem for commercial or industrial development along the freeway. At a point about 100' from the mainline trackage, the noise level generated by fast moving freight trains is in the range of 80-90 dBA.

NOISE MITIGATION

Landscaped Open Space Corridors for Noise Attenuation and Visual Screening

The development of Open Space Corridors (areas designated OSC on the General Plan Diagram) are proposed as visual and noise buffers between residential areas and the Southern Pacific Railroad, and between residential and industrial areas. These corridors could also accommodate high walls as sound barriers to reduce sound levels generated by freeway and railroad traffic and industrial operations. Where wall construction is provided, these corridors only need to be 20'-30' wide, with appropriate tree and shrub landscaping. Corridors might also accommodate a meandering walkway on the residential side.

Other Means of Noise Attenuation

Measures that may be necessary to meet HUD standards for housing areas include:

- Mounting windows in low air infiltration rate frames.
- Weather-stripping of exterior doors, including threshold seals.
- Provision of air conditioning or mechanical ventilation to allow occupants to close doors and windows.
- Provision of a fiberboard underlayer for the house closest to the freeway.

The mitigation of railroad noise affecting the Central Business District would be accomplished by construction of a sound barrier along the east right-of-way line of the railroad.

For the future, the most important mitigation measure will be to continue with noise-compatible land use policies which do not permit residential development too close to the freeway or railroad, or within future airport generated noise contours exceeding 60 CNEL, and to assure that commercial/industrial uses are constructed to maintain appropriate interior noise levels for customers and the work force.

ENFORCEMENT

Noise Element Guidelines prepared by the Office of Noise Control of the State Department of Public Health urge communities to adopt a community noise ordinance in order to carry out policies of the Noise Element and to assure compliance with State requirements for certain other noise control programs.

PART VII

DIRECTIONS FOR GENERAL PLAN INTERPRETATION AND IMPLEMENTATION

INTERPRETING THE GENERAL PLAN

The entire text of this document and the General Plan Diagram which accompanies it constitutes the Madera Comprehensive General Plan. While the Plan Diagram may typically be referred to more frequently than the text, full understanding of applicable policies and proposals illustrated on the Plan Diagram requires reference to the text. Such reference is essential to those of the private sector who are or will be engaged in urban development, and those of the public sector responsible for carrying out various policies and proposals of the Plan. In addition to City departmental and management staff, and the City Planning Commission, City Council and Redevelopment Agency, the public sector includes the Madera Unified School District, the Madera Irrigation District and agencies of County Government and the State, such as LAFCO, County Planning, County Public Works and Caltrans.

The wide range and complexity of subject matter covered by the General Plan is certain to generate questions of interpretation. As questions arise, the City's Community Development Department should prepare written interpretations for review with and concurrence by the City Council and other affected public bodies. These written interpretations will become a body of official opinion and a public record for consistent application of policies and proposals of the Plan, and for discussion during annual review and possible amendments to the Plan.

The word "general" is a key to understanding the nature of policies and proposals. It implies overall agreement on major issues without a straight jacket of inflexibility; it implies variation and encourages innovation while working toward the achievement of common goals; and it implies the need for adjustment of policies and proposals as changing conditions may dictate. While not inflexible, neither is the Plan to be viewed as being so flexible as to accommodate whatever position or policy may be sought through interpretation.

A properly administered General Plan demands that the rule of "reasonableness" be applied to permit flexibility, variation and adjustment as long as the integrity of basic policies and proposals is maintained. However, any changes that are desired must result from careful study (as required by the State Planning & Zoning Law). Such study should be made independent of pending applications for controversial development proposals, temporary fiscal problems and other "matters of the moment". The policies and proposals of the Plan are not intended to be changed or twisted to accommodate special interests, whether public or private.

The integrity of the Plan must be maintained if it is to be an effective instrument of public policy among units of government, private enterprise and the public-at-large. Moreover, if Plan policies and proposals are ignored during the zoning process, or if they are changed without following

the due process and guidelines established by the State, the entire local planning process becomes subject to legal sanction. This can include action by the Court, the Attorney General's Office and the State Office of Planning and Research prohibiting the subdivision of land, approval of zoning permits and issuance of building permits until corrective action is taken. This type of sanction has been taken against the planning programs of several counties and cities in recent years.

ACHIEVING ZONING CONSISTENCY WITH THE GENERAL PLAN

State Law requires that the City's zoning ordinance and zoning plan be consistent with policies and proposals of the General Plan. With adoption of this comprehensive revision of the General Plan, it will consolidate by reference all of the mandatory elements as required by State Law. In order to fulfill requirements of law and give the City the types of zoning district regulations and procedural regulations needed, the first priority of the City should be to amend its zoning codes to implement the Plan. The Code should include provisions whereby existing non-conforming uses may continue, and general maintenance and repair shall be permitted. Expansion, replacement or reactivation of such uses shall be subject to the Use Permit procedures of the Zoning Code. Secondly, the City should proceed to amend the zoning plan to be consistent with the General Plan Diagram and pertinent policies. To guide this process, a number of policies in Part IV of this document would be utilized, along with the General Plan/Zoning Compatibility Charts contained in Appendix "A".

ADOPTING A COMPREHENSIVE ANNEXATION PLAN (CAP)

A major policy of the General Plan is that the City follow a program of annexation of lands needed for urbanization over the next 10 years. In order to implement this policy, the City should prepare and adopt a plan and program of annexation that addresses all of the criteria and requirements of law that must be evaluated by the Madera County LAFCO on a comprehensive basis. In reviewing a proposal for annexation, the core factors which LAFCO must consider concern community-wide land use, development and public service policies of the City, and may be summarized as follows:

1. The likelihood of significant growth and its effect on other incorporated and unincorporated territory during the next 10 years.
2. The costs and capability of providing adequate public facilities and the levels of governmental service required.
3. The effects on adjacent areas, on mutual social and economic interests, and on the local government structure of the County.
4. Conformity with LAFCO policies which seek efficient patterns of urban development, including encouraging the guiding of urbanization away from existing prime agricultural lands and encouraging development of existing vacant or non-prime lands within the Urban Development Boundary (UDB) before allowing development outside the UDB.

5. Maintaining the physical and economic integrity of agricultural lands.

In addressing these factors, the burden of proof rests with the City to make the case for the City's overall strategy on managing urban growth. Guidance to the City in addressing these factors is provided below. Much of the content required for a Comprehensive Annexation Plan is provided in various parts of this General Plan document. A critical reason for adopting a CAP is to assure that lands will be available for commercial and industrial expansion without having to undergo a drawn-out process of annexation and environmental assessment on a case-by-case basis. An extended time process poses the risk of discouraging such investment and directing it to other communities which are ready to accommodate it.

THE FINANCIAL PLAN

The City provides services to the people, and regulates certain activities for the common good. Therefore, the most important decisions the City will make will be those that determine which services will be provided and which level or standard of service will prevail. The framework for the systematic provision of needed public services is the Financial Plan.

Components of the Financial Plan

The Financial Plan has three major components: 1) the capital improvements program; 2) the public services program; and 3) the revenue program. Each of these components is integrated with the others to provide a balanced view of requirements to overcome deficiencies and to meet emerging needs.

The capital improvements program provides a priority list of public improvements which will be needed over a five year period. From this list, projects are selected and recommended to the City Council for inclusion in the annual budget. Each year, the program is extended an additional year to maintain the five-year perspective. Financial data, including capital project costs, revenue estimates and projected annual costs of operation and maintenance become a vital part of the program.

The public service program provides a balanced view of the operating and capital expenditures required for continuation and expansion of City services. It permits selection of the levels of service to be provided under various departmental programs, indicating the impact which a given level will have on long-term commitments to capital improvements and to costs of operation and maintenance.

The revenue program deals with the acquisition and allocation of funds necessary to carry out the capital improvements and public services programs.

Value of the Financial Plan

From the vantage point of the citizen, the Financial Plan provides an understanding of the fiscal requirements for meeting the needs for and maintaining public services and capital improvements. Utilized to its full potential, the Plan will permit gradual achievement of community goals while avoiding an atmosphere of crisis which can arise when revenues and spending are projected only on an annual basis. From the vantage point of the City Council and City Manager, the Financial Plan becomes an essential device for policy decision and the effective and efficient management of City affairs. It provides a consistent means to examine needs, to evaluate their relative importance in relation to policies of the

General Plan, and to determine which needs can be met within the limitations of financial resources and the ability and willingness of the community to pay for them.

Scheduling the Process

The process involved in preparing the Financial Plan is the same, basically, as that followed in developing the annual budget. The steps required are:

1. Conception and initiation of capital projects.
2. Submission of capital improvement request forms to departments.
3. Analysis of revenue and expenditure patterns by the City Manager.
4. Review of departmental requests by City Manager.
5. City Manager makes recommendations to City Council.
6. City Council public hearings, review and adoption.
7. Construction plans, advertising and contract awards.
8. Coordination of projects among agencies (including intergovernmental and city/utility company coordination).
9. Amendments to Financial Plan, including mid-year amendments as needed.
10. Begin the process again for the succeeding year.

REDEVELOPMENT AND REVITALIZATION

Use of the California Community Redevelopment Law procedures is no longer new to Madera. Selective redevelopment and revitalization has been made a major policy of the General Plan as described at the end of Part III. The approach made possible by California Statutes is that lands can be acquired and developed for private purposes only if a favorable private investment is possible and is assured by contract with the City's Redevelopment Agency. The law also requires that needs of affected landowners be met fairly either through opportunity to participate in the new development, or to sell at fair market value and be relocated without incurring personal (or business) expense.

The City's first redevelopment project area is broadly based with residential, commercial, industrial, open space, conservation and public use land use which exhibits a variety of types of urban blight and which needs to be revitalized so that the City may achieve its goals of economic development and improvement in the quality of life afforded local residents. The boundaries of the Redevelopment Project Area encompass approximately 2,350 acres, of which about 1,320 acres are privately owned, with the balance held in public ownership including such uses as streets, parks, water wells, drainage basins, the civic center, corporation yard, schools and other governmental facilities.

IMPLEMENTATION STRATEGY AND ANNUAL REPORT

Amendments to the State Planning and Zoning Law (effective January 1, 1985), require a systematic approach to General Plan implementation. Section 65400 of the Government Code requires the Planning Commission to investigate and recommend to the City Council "...reasonable and practical means for implementing the General Plan or element of the General Plan, so that it will serve as an effective guide for orderly growth and development, preservation and conservation of open space land and natural resources, and the efficient expenditure of public funds relating to the subjects addressed in the General Plan." The law further requires the City Council to receive an annual report on the status of the General Plan and progress toward its implementation.

This requirement seeks to avoid the often fragmented and incomplete attention to Plan implementation that has characterized the actions of too many cities and counties. The most common practices have been to respond to requests for Plan amendments and zoning applications, to prepare a capital improvement program, and to undertake special projects as desired.

What is needed in Madera to respond to these requirements is to classify and assign priorities to policies and proposals of each Element of the General Plan. The classifications should define required kinds of actions (plan, program, capital project or regulation), who is responsible (public agency, private organization or individual), and the short, medium and long-range time frame involved. The decision on priorities rests with the City Council. However, discussions should be undertaken also with other public agencies and the private sector, with opportunity for participation by interested citizens through public meetings and hearings. In some cases, collaborative or even separate actions from those of the City may be required by other parties.

The State Office of Planning & Research has determined that the requirements for an Annual Report may be met by completing and returning to the Office the annual questionnaire sent out by the Office to all cities and counties each spring. Planning staff has been performing this function for many years. However, a report made to the City Council in keeping with the letter and spirit of the law is far more useful as a gauge of the City's commitment and success toward Plan implementation.

PART VIII

FINAL ENVIRONMENTAL IMPACT REPORT

PREFACE TO THE FINAL EIR

The Final EIR consists of the entire Draft EIR, and Appendix "D" entitled "Final EIR Response to Comments". The body of the Draft EIR has been amended to include changes in the form of additions, deletions and corrections accepted by the City in Appendix "D" as being necessary to fulfill the requirements of the California Environmental Quality Act. Comments received on the Draft EIR have been included in their entirety in Appendix "D". All response to comments have been prepared by Robert E. Grunwald, principal author of the combined General Plan and EIR document.

SECTION A - INTRODUCTION AND EXECUTIVE SUMMARY

INTRODUCTION

The project requiring environmental assessment is the proposed update and consolidation of elements of the Comprehensive General Plan of the City of Madera, California. The project covers all of the mandatory and one optional element of the General Plan, which are described within a format of three so-called "super elements" as described by the State Office of Planning & Research and as shown in Table I-1 on the last page of Part I of this document.

Section 15166 of the California Environmental Quality Act (CEQA) Guidelines permit the EIR on a General Plan to be incorporated as part of the General Plan document if: 1) the General Plan addresses all the points required to be in an EIR, and 2) the document contains a special section which identifies where the General Plan addresses each of the points required. This part of the General Plan document (Part VIII) is intended to meet these conditions since much of the document's contents already addresses CEQA requirements for an EIR.

CEQA requires that mitigation measures contained in an EIR certified by the City Council must be systematically applied as a project which is the subject of an EIR is carried out. In this case, the "project" is the General Plan, which describes the Plan's goals and the policies and proposals to be implemented over various periods of time. Thus, an important objective is to provide decision-makers with a ready reference to those measures which will have relevance to future proposals for General Plan amendment and to programs devised to implement the Plan.

The format is consistent with CEQA Guidelines. Reference is made to specific parts and sections of the Plan document where appropriate, with the reference bolded and contained by brackets [example]. Additional discussion is also provided where necessary to supplement environmental information provided in other parts of the General Plan document.

AN ESSENTIAL PERSPECTIVE

This EIR takes into consideration the fact that policies and proposals of the previous General Plan as contained in Plan amendments adopted in recent years have already stood the test of environmental analysis. To the extent that such policies and proposals remain essentially unchanged, further analysis is not required except as covered under the topic of long-term cumulative impacts. This includes the environmental analyses prepared for the Land Use, Circulation and Housing Elements adopted in 1981, the Housing Element of 1986, previously adopted Public Safety, Noise, Conservation and Open Space Elements, and the Seismic Safety Element of the Madera County General Plan adopted by reference.

By its very nature, the General Plan seeks to enhance the quality of the environment while accommodating additional population and urban expansion. However, there are certain potential impacts identified in the attached Initial Study which require further evaluation in this EIR and which are discussed below.

SCOPE OF DRAFT EIR

The scope of this document was determined after the completion of an Initial Study prepared by the City's Community Development Department, and after public review under the Notice of Preparation (NOP) process required by CEQA Guidelines. The content of the EIR was determined by the Initial Study as requiring focus on the following topics in consideration of the fact that a series of indirect effects will result as individual development projects are completed under the City's General Plan after its adoption by the City Council:

Scope as Identified by the Initial Study

1. Earth: Impervious surfaces that result from new urban development will have the effect of compacting and overcovering of the soil mantle. **A significant effect will not occur** because of City policies that require positive on-site or off-site drainage as development occurs. Because of project area distance from known earth quake faults in the Sierra Nevada mountains to the east and the Coast Range on the west, **no significant effect will occur** in the event of a serious earthquake of a magnitude 7.0 (Richter) or greater except to any unreinforced masonry structures that remain in the community.
2. Air: The extent of air emissions anticipated for full development under the General Plan will be substantial as the result of significant increases in population, commerce, industry and vehicle traffic which will add cumulatively to an already major problem of air quality within the San Joaquin Valley Air Basin. **A significant effect will occur** and should be addressed in the General Plan EIR.
3. Water. High quality groundwater is available for municipal use. Areas of past well contamination have been sealed off and no longer justify concern for the long-term quality of groundwater. **No significant effect will occur.** The elevations of developed and developing lands along the Fresno River are sufficiently above the 100 year flood plain that **no significant effect will occur.**

4.&5. Plant Life & Animal Life. There will be an increase in the quantity and amount of trees, shrubs, lawn and other ornamental plants associated with the urban landscape. **No significant effect will occur**, because the effect will be to enhance the visual quality of the community. Several thousand acres of productive agricultural acreage will require conversion to urbanization. **Significant and irreversible effects will occur** because virtually all of the land meets the criteria of "prime land" under the Farmland Mapping and Monitoring Program being conducted by the State Department of Conservation. This should be discussed in the General Plan EIR.

Significant habitat for fish and wildlife along the Fresno River and on agricultural acreage surrounding the community has long been removed due to urban expansion and farming operations. There are no rare, endangered or threatened species of plants and animals known to exist within the planning area. **No significant effect will occur.**

There will be an increase in the number of domestic pets, and a decrease in habitat for small mammals associated with agricultural lands. **No significant effect is likely to occur** because of the great amount of agricultural acreage remaining within the area and the region, and because the habitat of birds native to the area will increase through additional acreage in ornamental landscaping. For many common species of birds, the City will become a sanctuary.

6. Noise. Depending on the proposed land use pattern in relation to freeways, the municipal airport, major Arterials and commercial generators of noise, **significant effects may occur** that should be addressed in the project EIR.

7. Light and Glare. Light and glare will increase primarily from the installation of lighting necessary for large-scale commercial and recreation uses. **Significant effects of such intensive lighting will not occur**, including effects on the night sky and the visual character of nearby residential neighborhoods. Secondly, light and glare will occur from the installation of new street lights, from additional vehicle traffic at night, and from new smaller business and residential use. **No significant effect will occur** because the levels of light from residential areas will be similar to that currently experienced, and because of City policies which require the hooding of non-residential lighting to prevent off-site glare.

8. Land Use. **Significant effects can be expected** from various options in land use patterns. Care is required in the selection of those patterns which will best mitigate the potential for adverse impacts as discussed under other topics described in this Initial Study.

11. Population. The proposal can be expected to alter the location, distribution, density and growth rate of the human population of the greater Madera area. **Significant effects may occur** in relation to other topics described in this report, and should be discussed in the project EIR.

12. Housing. Based on the assumption that current policies of the City's General Plan Housing Element will be continued, **no significant effect will occur.**

13. Transportation. **Major significant effects are expected** as the result of traffic generated by the full range of residential, commercial, industrial, semi-public and public areas and facilities which will comprise the expanded city of Madera. These effects may include substantial impacts

on existing and proposed freeway interchanges. Mitigation must be sought which will assure the achievement of long-term goals of managing highway and arterial street traffic and improving air quality.

14. Public Services. **There is a potential for significant effects** on all public services now provided by the City and local special districts.

15. Energy: Urbanization under the Project is not expected to result in the use of substantial amounts of natural gas and electrical energy. **No significant effects will occur.**

16. Utilities. **Significant effects could occur with respect to each of the major utility systems to be operated by the City of Madera** to serve the expanded urban pattern, including waste water management, domestic water supply and surface water drainage.

17. Human Health. **Proposals for industrial development are not expected to generate significant effects** on human health because policies of the City discourage industries having hazardous operations or which would generate hazardous wastes.

18. Aesthetics. **Significant effects will not occur** through the loss of either near-view or far-view scenic vistas now open to freeway travelers. Aesthetic qualities of the community are expected to improve through policies on redevelopment and open space.

19. Recreation. (see Items 14. and 18., above)

20. Cultural Resources: There are not any known archaeological or cultural resources within the community. **No significant effect will occur.**

21. Mandatory Findings of Significance.

- a. The project does not have the potential to reduce the habitat of wildlife species, threaten an animal community or restrict the range of an endangered avian species.
- b. The project does have the potential to achieve short-term, to the disadvantage of long-term, environmental goals.
- c. The project will have impacts which are individually limited but cumulatively considerable.
- d. The project could have adverse effects on human beings, depending on land use policies in the vicinity of the municipal airport.

Additional Scope and Emphasis Identified During the Notice of Preparation Process

1. Impact of Agriculture: Discuss the extent and value of agricultural production and productive lands that would be converted to urban use, loss of Williamson Act lands,

urban/rural conflicts that will develop, pressure for the conversion of additional agricultural land to urban use, cumulative impact, and measures required to mitigate impacts on agriculture. [California Department of Conservation]

2. Impact on Transportation/Circulation: Discuss the need to ensure preservation of major transportation corridors for future use, with special concern for the State Route 145 corridor through Madera; plans for the routing and frequency of public transit services, including intercity and inter-community services; direction for the ultimate improvement of the Madera AMTRAK station; growth management policies to avoid premature development; and financing of transportation/circulation improvements. [California Department of Transportation, District 6, Fresno]
3. Impact on Municipal Airport: Discuss how proposal could result in alterations to the air traffic pattern to and from the Municipal Airport. [Madera Public Works Department]
4. Impact on Schools: Address the impact of increasing population on the need for schools in consideration of current operations well above classroom capacity and need for additional classrooms. The source of money for additional classrooms should be addressed. Another consideration is that existing schools provide much of the recreation playfield area needed for the people of the City, with a continuing impact on the school district. [Madera Unified School District]

Additional Scope and Emphasis Required in Satisfying the Need for an EIR on the Proposed Municipal Airport Master Plan

The City has determined that the environmental impact analysis required for the proposed Municipal Airport Master Plan be included as part of the General Plan EIR. A description of the Master Plan's proposals (which becomes part of the "project" for purposes of this EIR) is provided at the end of Part IV-B of this document. The additional scope and emphasis required covers the following:

5. Air Quality: Potential for substantial air emissions and deterioration of ambient air quality due to aircraft operations.
6. Noise: Increase in noise levels due to aircraft operations; noise from flyovers may prove to be a nuisance under various land use alternatives regardless of relationship to airport generated noise contours.
7. Land Use: The proposal has the potential for adverse impact on agricultural lands in the vicinity through urban/agricultural conflicts, as well as the impacts resulting from the loss of agricultural lands through conversion to urban use.
8. Population and Housing: The project and its alternatives may alter the location, distribution and density of the population, and may create a demand for substantial additional housing.

9. Transportation, Circulation and Traffic: The Transportation/Circulation Element of the General Plan requires evaluation in relation to potential environmental impacts of alternative land use policies associated with the airport environs.
10. Features of the Airport Master Plan: Design and improvement features of the Master Plan require evaluation as to possible environmental impacts.
11. Recreation/Open Space Opportunities: The potential for creating new outdoor recreation opportunities as a means to mitigate impacts should be explored.

Worst-Case Analysis

A "worst case" assessment of future Project impact at full development has been assumed throughout the Draft EIR as a basis for proposed mitigation measures. The phrase "worst case" is intended to indicate the maximum impact that could occur as compared to the actual impact that may occur. Worst case analysis allows consideration for the maximum sizing and scope for needed improvements such as streets and utilities. In setting the outside parameters of impact, worst case analysis may reduce the need for subsequent environmental analysis of individual projects proposed for construction.

SUMMARY OF KEY PROPOSALS AND POLICIES OF THE GENERAL PLAN

The General Plan provides for an expansion of the urban area and related infrastructure to meet the needs of a population in the order of 61,500 by the year 2010. Key policies and proposals which will serve as important mitigation measures are described for each of the Plan Elements in Parts IV, V and VI of this document. The more important of these are summarized below:

1. A substantial increase in the area required for urban expansion and consequent population growth to reflect realistic levels of housing demand, and to reflect a desired ratio in total housing stock of 70% Single-Family to 30% Multi-Family.
2. Incremental phasing of development over a 20 year period, with land to be developed after the year 2000 designated as "Reserve".
3. Achieving added quality in multi-family development consistent with meeting housing needs.
4. Early annexation of all non-reserve lands depicted on the General Plan Diagram for urban expansion during the period 1991-2000; maintaining a growth rate which will not exceed the reasonable capacity of the City and local special districts to provide needed public services.
5. Increasing efforts to achieve the in-fill of vacant lands which have been bypassed by the process of urban development, including standards to be met as a condition of redesignating lands held in "reserve" status, and efforts to achieve the revitalization of blighted areas through the cooperative efforts of the City and the private sector.

6. Enhancing existing economic activities, and providing for the expansion of business and industry at locations which will be convenient to the population to be served; enhancing economic opportunities for people of all income and ethnic groups, minorities and the disadvantaged.
7. Enhancing air quality through improvements to traffic capacity and reduction of traffic congestion, by adopting industrial performance standards, and by controlling dust particles during construction activities.
8. Partial mitigation of the impacts of converting agricultural land to urban use by applying Measure 2, above.
9. Land Use and housing policies pertaining to residential, commercial, and industrial use, and to public and semi-public facilities which reduce the potential for adverse impact to acceptable levels.
10. Transportation policies pertaining to State highways, streets and alleys, the railroad corridors, the airport and airport environs which reduce potential for adverse impact to acceptable levels.
11. Resource Management policies pertaining to open space for managed resource production, natural and human resources, health, welfare and well-being and outdoor recreation.
12. Hazard Management policies pertaining to seismic safety, safety and noise.
13. Policies concerning residential development proposals in the vicinity of the Municipal Airport which will provide reasonable protection from the potential for aircraft accidents and adverse aircraft noise.

SUMMARY OF SIGNIFICANT UNAVOIDABLE ADVERSE ENVIRONMENTAL IMPACTS of the Project for which the decision-maker must issue a "statement of overriding considerations" under Section 15093 of the State CEQA Guidelines (as amended) if the Project is approved.

The **significant** unavoidable adverse impacts which cannot be mitigated to insignificance based on "worst-case" analysis of future conditions under project implementation are:

1. An incremental annual increase in the consumption of productive agricultural land for urban use. This land is designated as Prime Land under the State's Farmland Mapping Program, and its loss will be irreversible. While the total annual value of the loss of vineyard, orchards and field crops involved is very minor as compared to total County loss each year from such conversion, the cumulative impact becomes significant over time.
2. An incremental increase in the annual quantities of vehicle and stationary emissions of air pollutants released to the atmosphere each year as vehicle traffic increases and the

number of new industries increase. Under worst-case conditions, annual releases of carbon monoxide from vehicle sources of emission under full project build-out could be as high as 620 tons. For stationary sources, annual emissions could be as high as 55 tons of particulate, 120 tons of organics, 238 tons of nitrous oxides, 82 tons of sulfur dioxide, and 32 tons of carbon monoxide. These totals would add to an already serious problem of air quality within the San Joaquin Valley Air Basin.

3. An incremental increase in the amount of light and glare (long term sky glare) as development under the General Plan occurs. The most noticeable increase will occur within the southerly one-third of the Redevelopment Project Area due to the undeveloped status of this area. The total amount of sky glare produced by future development activities will be significant as produced by the ultimate buildout of the urban area.

SUMMARY OF SIGNIFICANT ADVERSE ENVIRONMENTAL IMPACTS THAT CAN FEASIBLY BE MITIGATED OR AVOIDED, for which the decision-maker must make "findings" under Section 15901 of the State CEQA Guidelines (as amended) if the project is approved.

It is useful to understand the meaning of the phrase "significant effect" on the environment as defined under Section 15382 of CEQA Guidelines as a basis for reviewing the significant impacts discussed in this report:

"A 'Significant effect on the environment' means a substantial, or potentially substantial, adverse change in any of the physical conditions within the area affected by the project including land, air, water, minerals, flora, fauna, ambient noise, and objects of historic or aesthetic significance. An economic or social change by itself shall not be considered a significant effect on the environment. A social or economic change related to a physical change may be considered in determining whether the physical change is significant."

Earth:

Impacts:

Extensive overcovering and compaction of the soil will occur throughout the planning area which will significantly increase surface water runoff and the extent to which soil erosion may occur during construction activities.

Mitigation Measures:

1. A requirement for positive drainage to acceptable locations for disposal.
2. Employment of dust control measures, including early paving operations through construction management.

Air Quality

[**Note:** the mitigation measures listed are capable of reducing only some of the impacts to less than significant levels.]

Impacts:

Large quantities of air pollutant emissions can be expected from both vehicle and stationary sources under full project development. This tonnage takes on even greater significance for the region when added to emissions from throughout the San Joaquin Valley.

Mitigation Measures:

1. Increase the City's commitment to provide localized transit service among residential areas and major activity centers of the community in order to reduce emissions from localized traffic.
2. Participation by major commercial and industrial employers in programs of van pooling and ride sharing, especially for employees who do not reside in the Madera urban area or near vicinity thereof.
3. Through careful attention to project design, provide for an even distribution of vehicle traffic to and from the freeway system and provide extensive landscaping to add oxygen to the atmosphere.
4. Mitigation through construction management should include: control of dust during site construction; early paving; and ability for the City to contact contractors to employ soil erosion and dust control measures.
5. Mitigation through street and highway improvements that will improve traffic capacity and reduce vehicle emissions.
6. Mitigation through transportation system management actions (TSM) may become an important means to reduce the effects of vehicle emissions, once industrial and major commercial investors become known.

Noise:

Impacts:

Noise along the Southern Pacific Railroad right-of-way may increase due to increased demand for train service by industry or by passenger service if AMTRAK service is transferred from the Santa Fe Railroad. This could increase the frequency at which excessive railroad noise effects commercial and residential uses in the immediate vicinity of the S.P. Railroad corridor. Noise levels along roadways serving new or expanded industrial development will increase, and could become adverse where roads are also adjacent to existing or planned residential development.

Point source noise at and within industrial structures or within outside areas of industrial activity may also increase, depending on operational characteristics.

Mitigation Measures:

1. Railroad noise should be mitigated through a combination of noise wall construction and landscaping along railroad rights-of-way.
2. Roadway noise should be mitigated through a combination of noise wall construction and landscaping along affected roadways adjacent to existing or proposed residential areas.
3. Point source noise should be mitigated by process engineering and building construction design which will keep noise levels at property lines within State standards.

Land Use

Impacts and Mitigation Measures:

Land use proposals of the General Plan have been devised so as to avoid the potential for adverse impacts on the environment. Impacts that could occur are discussed under other topics described in the EIR, along with recommended mitigation measures.

Population

The significant effects of General Plan proposals on population are discussed under other topics covered by this EIR.

Risk of Upset; Human Health

Impacts:

The potential for experiencing an upset from the malfunctioning of industrial plant equipment and from operational accidents is always present. Depending on the industrial processes involved, such risk could be one of potential damage to property and of potential threat to human life. Malfunctioning equipment and/or human error is often at the heart of industrial accidents.

Mitigation Measures:

1. A list of prohibited industrial uses having potential for plant upset should be prepared which should be considered a list of prohibited uses unless process engineering proposals can be determined to be adequately safe.
2. While there can be no absolute guarantees built into plant design that can assure against plant upset, prudent means of reviewing plant design and operational characteristics before construction can limit the potential for serious upset. This should include review of plans and industrial processes by qualified people through objective analysis.

Transportation/Circulation/Traffic:

Impacts:

Development under the General Plan will yield a substantial additional average daily traffic throughout the community, and especially on elements of the Arterial street system. This traffic will adversely affect arterial and collector street traffic flow, intersection traffic and State Route 99 and 145 traffic unless substantial street improvements are provided at the time when needed as residential, commercial and industrial development occurs.

Mitigation Measures:

1. Carry out street improvements proposed by the Transportation/Circulation Element, with financing in part through development fees related to the source of traffic generation.
2. Enhance intersection signalization; provide new streets, selective closure of streets, and new and redistributed off-street parking; provide off-street bikeways where feasible.
3. Improve pedestrian access from parking lots; improve pedestrian walks; provide improved emergency vehicle and off-street loading access.

Public Services

Impacts:

Overloading of the school system is already occurring, and the prospect of adequate financial support does not now appear to be forthcoming. Continued population growth can also be expected to adversely impact existing park and recreation areas and facilities, and the City's capabilities for assuring adequate levels of fire and police service.

Mitigation Measures:

1. Consider alternative methods of financing the construction of local school facilities, including the use of Mello-Roos, Marks-Roos or other forms of assessment financing.
2. Increase the level of recreation and park development impact fees to more nearly equate with the need for new areas and facilities at the neighborhood and community level.
3. Provide for developer impact fees in support of police and fire protection services, including capital costs of fire stations and equipment.

Utilities

Impacts:

Adverse impacts on water, sewerage and drainage utility systems could occur if facilities required for system expansions are not provided in advance of need. This could result in system overloading to the extent where a moratorium on service connections would be required.

Mitigation Measures:

1. Continue to authorize the expansion of water and sewerage systems in advance of need.
2. Provide for developer fee financing of off-site drainage basins in accordance with the Storm Drainage Master Plan.
3. Continue to require developer contributions to the construction of needed water and sewerage utility system improvements.

Proposals of the Airport Master Plan

The Airport Master Plan as proposed constitutes the project to be evaluated as part of this EIR [See description of land use proposals for the airport environs in Part IV-A, and Airport Master Plan proposals at end of Part IV-B]. The land use proposals of the General Plan therefore are based on those recommended by the Airport Master Plan. Because of controversy surrounding alternative land use proposals which seek to develop lands for residential use in closer proximity to the airport and its approach zones than proposed by the Master Plan, impacts are also evaluated in terms of the relative merits of these alternatives in Section E of this Draft EIR. The alternative land use proposals have been submitted by developers to the City on the premise that Airport Master Plan recommendations are overly strict with respect to questions of land use compatibility with existing and projected aircraft operations. As to the impacts of the Master Plan as proposed, discussion is limited to the future role of the airport, and proposals for runway extension, installation of an Instrument Landing System (ILS), the effects of aircraft noise, hazards to flight safety and effects on land use. [See Section D of this EIR]

Impacts:

The conclusions of analysis indicate that:

1. Proposals for establishing an ILS raise concerns for health and safety and land use compatibility that are both beneficial and potentially non-beneficial.
2. The beneficial impacts of an ILS include meeting a regional need for much needed relief to other airports in the region which now experience congested ILS traffic, and affording much greater safety to local pilots who now use an instrument approach to Madera under less safe conditions. The Airport Master Plan establishes approach zones and recommends land use controls that preserve the option for an ILS and future passenger service.
3. If an Instrument Landing System (ILS) is approved, it can be expected to increase the number of annual instrument training flights, thus introducing a degree of greater risk to life and property.

4. The effects of air traffic on air quality will be negligible; and,
5. The effects of airport noise will not violate State standards that would be significantly adverse to the environment of nearby residential use either under current land use proposals of the General Plan or under alternative land use proposals (with some qualification) as described in Section E of this EIR.

Where aircraft noise is frequent, but well below State standards for exterior noise in residential areas, impacts on the resident population of the area will vary considerably depending on individual interests and attitudes. For some, landing activity will be irritating, whether occurring in the downwind leg, base leg or final approach to the runway. For others, it generates excitement and desire to watch. For still others, reactions will be of disinterest. Noise levels would tend to be more irritating under conditions where takeoffs are reversed from the norm and occur to the southeast, or where single event noise levels are high and frequent.

Mitigation Measures:

1. A decision to construct or not construct a parallel runway is basically unrelated to environmental issues. A parallel runway would move the CNEL 60 and 65 noise contours slightly to the southwest of those generated by the existing runway, but would not pose a threat to life and property.
2. Given the pros and cons involved, the weight to be given to whether an ILS should or should not be installed essentially becomes a policy decision where the evidence is not compelling for either decision in terms of the environmental impacts involved.

Policy Decision Required Concerning Residential Alternatives

The City of Madera has a direct interest in maintaining and enhancing the utility of the Municipal Airport. Additionally, the City has agreed to a number of "assurances" when it accepted FAA grant funds for airport planning and improvement over the years. One of the "assurances" states that the City "...will take appropriate action, including the adoption of zoning laws to the extent reasonable, to restrict the use of land adjacent to or in the immediate vicinity of the Airport to activities and purposes compatible with normal airport operations, including landing and takeoff of aircraft."

The City's obligation under these "assurances" suggests that failure to take all reasonable steps to protect the airport and its environs could result in the City becoming ineligible to receive future FAA grants. However, an examination of recommended Federal and State standards suggests that the basis for decision provided by recommendations of the Airport Master Plan is not necessarily compelling with respect to where residential development might be considered in relation to issues of airport/land use compatibility.

Because recommended State and Federal standards provide for considerable flexibility in establishing standards of residential compatibility, including noise, safety on the ground and safety for aircraft, this flexibility poses a basic question of policy regarding the degree of land

use restriction needed v. the degree of greater restriction desired and that legitimately can be justified in the public interest. It is to be noted that each of the four alternative residential proposals submitted to the City (Berry/Wyle, Kirby, Berry Home Ranch and Cloud) raise somewhat different questions with respect to airport compatibility. Consequently, each deserves to be judged separately on the merits rather than being combined for purposes of the policy decisions required.

SUMMARY OF IMPACTS FOUND NOT TO BE SIGNIFICANT

The following impacts were found not to be significant in preparing the Initial Study:

1. Adverse potential for flooding.
2. Adverse potential for loss of wildlife habitat.
3. The increased use or substantial depletion of natural resources.
4. Risk of upset (explosion, release of hazardous substances, interference with emergency evacuation plan.
5. Increase demand on existing housing.
- 6 Increased demand on existing energy resources.
7. Impact on aesthetic qualities of the community.
8. Impact on cultural resources.

MITIGATION MONITORING AND REPORTING

As required by law effective 1/1/89, the City of Madera is required, as the lead agency, to establish a mitigation monitoring and reporting program to cover all mitigation that may be required during the course of build-out within the Project Area. The monitoring required is shown in Table VIII-1.

ALTERNATIVES

The environmentally superior alternative is the "no project" alternative. However, this is not a practical alternative since State Law mandates that the City update its General Plan. The second-most superior alternative is the General plan as proposed, either with or without the residential certain of the land use alternatives proposed in proximity to the airport.

CUMULATIVE AND GROWTH-INDUCING IMPACTS

The project will generate cumulative impacts over the period required to achieve build-out under the General Plan primarily in the form of increased employment, residential and commercial

development, and public services needed in support of the larger labor force. For the most part, this impact was considered and accounted for previously in successive major amendments to the General Plan. The economic benefits of implementing the General Plan will enhance long-term productivity of the City.

Other cumulative impacts, and especially those on air quality and agricultural land conversion, have been summarized, above.

Primary growth-inducing impacts will be pressure to change the land use designations on agricultural lands farther west to Low Density residential, and farther south to industrial. If such pressures do develop, there can be no presumption that they will prevail. Rather, the appropriateness of any proposed change in General Plan policy will require careful environmental as well as planning assessment, with decisions to be made on the merits of individual and collective proposals.

USE OF THIS EIR

It is the intent of the City that this EIR be used for the following:

1. As a basis for developing a Comprehensive Annexation Plan for all annexations required to meet the needs of urbanization over the next 10 years;
2. As a basis for judging all specific development projects that may be proposed consistent with policies and proposals of the General Plan and mitigation measures of this EIR; and
3. In developing a mitigation and monitoring program for project EIRs as required by State Law. It is the further intent of the City that this EIR be used as the vehicle necessary to avoid requiring the preparation of unnecessary EIR's for development projects and programs which are consistent with the General Plan by using the Negative Declaration process, and where the General Plan EIR is adequate for the purpose. Exceptions would occur if a project or program would result in any of the following conditions which might require a **Subsequent EIR**, an **Addendum to an EIR** or a **Supplemental EIR** as defined by CEQA Guidelines:
 - a. Subsequent changes are proposed to the original project (in this case the General Plan) which will result in new impacts not previously assessed.
 - b. Subsequent changes are proposed by a new project which require important revisions in the previous EIR due to the involvement of new significant environmental impacts not previously covered, or new information of substantial importance becomes available.
 - c. An Addendum is needed to cover only minor technical changes or additions which do not raise important new issues about the significant effects on the environment.

- d. A Supplement to an EIR is needed rather than a Subsequent EIR if any of the conditions prescribed for the preparation of a Subsequent EIR are present, but where only minor additions or changes are necessary to make the previous EIR adequately apply to the project under the changed situation.

Use of the Negative Declaration process for a project or program consistent with the General Plan does not eliminate the need for further environmental evaluation to justify a finding for a Negative Declaration. Through the Initial Study process required by CEQA, individual project impacts can be evaluated to determine whether project proposals should be changed to avoid specific adverse impacts. An example would be to require off-site intersection improvements where project-related traffic will have an identifiable off-site impact on the Arterial street system. Under this approach, the City calls for the preparation of an Expanded Initial Study with mitigation measures being accepted by the project sponsor as if originally included as part of the project. This approach is also useful where it can be concluded fairly that the preparation of an EIR would not generate any further information than that provided by an Expanded Initial Study.

This EIR is also intended to be used by the following local public agencies having jurisdiction within the area covered by the General Plan:

1. The Madera Unified School District.
2. The Madera County Local Agency Formation Commission.
3. The Madera County Planning and Public Works Departments.
4. The Madera County Economic Development Agency.
5. The Madera Irrigation District.

SECTION B - PROJECT DESCRIPTION

The "project" is fully described in Parts I-IV, inclusive. No further description is required except that the General Plan document has been prepared pursuant to the revisions of the State Planning Law which became effective on January 1, 1988, as amended.

SECTION C - ENVIRONMENTAL SETTING

The environmental setting is described in Part II of this document. While no further description is required, supplementary description is provided for certain topics covered in Section D, below.

TABLE VIII-1

SUMMARY OF MITIGATION MONITORING RECOMMENDATIONS

TOPIC	Responsibility for Implementation	Mitigation Measure Required	When Monitoring is Required	When Mitigation to be completed	Who Needs to Verify Completion
CIRCULATION & TRAFFIC	Developers	On-site and off-site street improvements	During project construction	Prior to occupancy permit	City Engr./Pub. Works Dept.
	City/County/Caltrans	Freeway interchange improvements	During Caltrans STIP	At completion of contract construction	Caltrans, City Engr., County Public Works
	City/County	Improvements to exist. Arterial & Collector streets	During Capital Improvement Program	At completion of contract construction	City Engr., City & County Pub. Works Depts.
AIR QUALITY	Developers	Fugitive Dust Control	During project construction	Completion of construction	City Public Works Dept.
	Large employers	Van pools, car pools, flex-time	On-going	On-going	City/Company management.
	Stationary sources	Emission control	On-going	On-going	Air Pollution Control District
FARMLAND CONVERSION	Developers	Discourage farm trespass	Project approval & construction	Completion of construction	City Pub.Works/Comm. Devel.
	City	Phased development	On-going	On-going	Community Develop. Dept.
WATER/SEWER/DRAINAGE	Developers	On-site and off-site improve.	Project construction	Prior to occupancy permit	City Engr./Public Works
	City	Improve existing treatment/disposal facilities	During Capital Improvement Program	On-going	City Engr./Public Works
OPEN SPACE/-RECREATION	Developers/City/School Dist.	Park & open space improvements	Project construction, Capital Improve. Prog.	Project construction or on-going	Park & Rec. Director, Pub. Works, Schools
SCHOOLS	Developers/Madera Unified School Dist.	School planning & construction	Project construction, Capital Improve, Prog.	Project construction, on-going	Madera Unified School District/Comm. Development Dept.
AIRPORT	City	Improvements	On-going	On-going	Airport Mngr.
REDEVELOPMENT	City Redevelop. Agency	Plans & improvements	On-going	On-going	Redevelopment Agency

SECTION D - ENVIRONMENTAL IMPACTS AND MITIGATION MEASURES INCLUDING IMPACTS WHICH CANNOT BE AVOIDED

SIGNIFICANT POTENTIAL ENVIRONMENTAL EFFECTS

Since the General Plan essentially is a program document, setting forth goals, objectives, policies, standards and proposals to guide future development, the Plan will not have any direct effect on the environment upon adoption. However, the Plan will have a number of secondary effects resulting in the development of vacant and agricultural lands within the Planning Area Boundary and the rehabilitation of existing land through many public and private projects.

This section of the EIR describes potential secondary effects and provides appropriate mitigation measures which are reinforcing of measures previously identified in Part IV, or which supplement those measures. The format for discussion follows that provided in the Environmental Checklist for Initial Study which is attached as Appendix "A". The subsections entitled "setting" to some extent are summaries of data provided in Part II, or provide additional information on existing conditions.

AGRICULTURAL LAND CONVERSION

Setting

The General Plan calls for the eventual conversion of approximately 5,540 acres of productive agricultural land. This does not include about 1,800 acres of land that is vacant and not used for agricultural production. About 65% of the agricultural acreage is in field crops, with most of the remainder in deciduous fruit and nut crops.

Impacts

1. The incremental loss of productive agricultural land will occur at an average annual rate of about 270 acres, or 5%. **[Significant]** None of these lands are under Williamson Act contracts.
2. The annual loss of agricultural crop values would be in the order of \$ 273,000 measured in current dollars. The cumulative loss that would occur at buildout would be in the order of \$5.455 million (current dollars).¹ The annual loss of field crops at buildout would represent about 0.24% of current countywide field crop value. For fruit and nut crops, the annual loss would be about 0.08% of current countywide fruit and nut crop value. **[Significant]**

¹ Derived from the **1989 Madera County Agricultural Crop Report**, Madera County Department of Agriculture, and based on the average \$ yield per acre for selected field crops and fruit and nut crops representative of crop patterns in the areas south, east and west of the existing Madera urban pattern.

3. The loss of agricultural land to urban use is an irreversible loss, since it is not reasonable to assume the re-conversion to agricultural use will ever be economically feasible. **[Significant]**
4. The conversion of agricultural lands to urban use may place at risk other agricultural lands in the immediate vicinity, even before conversion to urban use under the General Plan is complete. **[Potentially Significant]**
5. Other potential impacts involve a shifting in the location where urban-agricultural conflicts may occur from the current interface between urban and agricultural lands to other locations where urban expansion occurs. **[Less than Significant]**

Mitigation Measures

All of the agricultural land conversion required to accommodate urban expansion lays within the City's Sphere of Influence boundary established by the Madera County Local Agency Formation Commission (LAFCO). Since there are no options to expand on non-agricultural land other than to the north, the conversion of agricultural land is an adverse impact that cannot be avoided unless all further urban expansion to the south, east and west was prohibited. It is not reasonable to expect developers of relatively small residential subdivisions to contribute toward the replacement of agricultural production in some other location within the region as an off-set to local losses of prime land.

Mitigation measures to minimize this impact are provided in Parts IV-A and V. They include the policy on phased development, involving the designation of lands to be held in "reserve" for future urbanization and maintaining a rate of population growth which will not exceed the ability of the City to provide needed urban services. These policies combine to avoid fracturing or fragmentation of the urban pattern, provide for the gradual outward conversion of agricultural lands, and assure a rational, economically feasible and more efficient pattern of urban services.

IMPACT ON AIR QUALITY

Setting

Madera County continues to be a non-attainment area for particulate matter, carbon monoxide and ozone. The Freeway 99 corridor continues to be one of the most heavily impacted areas for air pollution in the San Joaquin Valley, from Stockton to Bakersfield. Vehicle traffic along U.S. Highway 99 and agricultural activity throughout the Valley and upwind of Madera contribute to total particulate matter and reduction in visibility. The concentrations of ozone and carbon monoxide in the Madera area are partly the result of inter-regional transfer of pollutants from the San Francisco Bay Area and intra-regional transfers from Merced, Stanislaus and San Joaquin Counties to the northwest.

Existing land use within the community, together with through traffic, generates approximately 179,000 vehicle trips per day and 630,361 vehicle miles traveled. Local (non-through traffic) trips alone account for the great majority of trips at approximately 156,000.

Impacts

The most significant impacts on air quality that can be expected as the result of urban expansion under policies of the General Plan will be those generated by vehicle traffic along the Freeway 99 corridor and the City street system, contributing Carbon Monoxide (CO), Hydrocarbons (HC) and Nitrous Oxides (NO_x). The major single contributor will be Freeway 99 over its length extending 100 miles from Madera to the northern reaches of the San Joaquin Valley Air Basin, with greatly increased regional and inter-regional truck and auto traffic over that currently being experienced. [Significant]

Total vehicle emissions are the product of all criteria pollutants from motor vehicle trips generated by new development under the General Plan. Calculations include estimates of average trip length, trip generation rates, emissions per mile based on speed and year of concern, plus a correctional factor for cold and hot engine starts. At full development under the General Plan at the population holding capacity of about 62,000, including full development of industrial lands, approximately 315,300 additional vehicle trips will be generated per day. This does not include additional regional through traffic along Freeway 99 which will increase regardless of Madera's growth. This volume of traffic can be expected to involve the estimated tons of emissions from criteria pollutants as shown in Table VIII-2.

TABLE VIII-2
ADDITIONAL EMISSIONS FROM PROJECTED WORST CASE TRAFFIC

<u>Pollutant</u>	<u>Tons / Day²</u>	<u>Tons / Year</u>
Carbon Monoxide (CO)	33.04	12,060
Reactive Organics	3.97	1,450
Nitrogen Oxides (NO _x)	1.54	560
Sulfur Dioxide (SO ₂)	0.15	55
Particulates	2.08	760

This tonnage can be expected to add to an already serious problem in southern reaches of the San Joaquin Valley, and is large enough to be considered as having a measurable effect on regional air quality when taken as part of total cumulative effects of traffic emissions along the Freeway 99 corridor. [Significant] Overall effects will be reduced somewhat by the extent to which con-

² The calculations do not assume major reductions due to advanced vehicle emission control technology.

trol equipment on mobile sources improves, and the extent to which traffic movement is facilitated by the avoidance of congestion resulting from street improvements and the addition of local jobs to minimize commuting to other areas and communities by local residents. However, the commuting factor is expected to be less of an overall major negative factor than it is now if a higher percentage of local residents are able to work locally as the result of increased economic development and employment opportunity in the community.

The three most heavily traveled intersections are expected to be the Cleveland/Country Club Dr./Gateway, Yosemite Ave/Tozer and Madera Ave./Olive Ave. Violations of CO standards at these intersections are not expected provided that mitigation measures to increase roadway capacity along Arterial streets are applied as recommended. **[Less than Significant]**

Mitigation Measures

Mitigation measures which are designed to enhance air quality through improvements to traffic capacity and reduction of traffic congestion are described in Part IV-B of this report. They include widening of Freeway 99 to six lanes, reconstruction of the Cleveland/Freeway 99 interchange, widening of the most heavily impacted Arterial streets, intersection widening and signalization, the provision of left turn lanes at important intersections and reducing the number of Minor street intersections along important Arterial streets.

Madera County has developed strategies and programs for reducing air quality impacts from stationary sources, and mobile sources (vehicles) are subject to state and federal controls for reducing emissions. However, the inter-regional transfer of pollutants from the San Francisco Bay Area, and the intra-regional transfer of pollutants from northerly parts of the San Joaquin Valley make it impossible for the County to meet state and federal standards of CO, ozone and particulate control at this time.

Pollutants generated in the Madera area will contribute to the cumulative problems experienced in areas to the east and southeast, extending to the national park and forest lands to the east and to Bakersfield and the Tehachapi Mountains. In this context, they cannot be considered as being unimportant even though the contributions from the Madera area will be modest by comparison to pollutants generated within the San Joaquin Valley Air Basin as a whole.

LIGHT AND GLARE

Setting

The urban pattern already emanates considerable artificial light that obscures the night sky and which can be seen from several miles away from the community. Shopping centers provide the greatest concentrations of light and glare within the community, which mostly affect residential areas in the immediate vicinity. Another concentration is provided by the continuous linear pattern of lights generated by freeway traffic.

Impacts

At full development, the urban pattern will emanate a significantly greater amount of artificial night lighting which would obscure the night sky for property within about a 1/2 to 3/4 mile distance from the greatest concentrations of light. The "bounce" effect of light on the night sky as viewed from surrounding rural areas would be noticeable and would be intensified during nights of heavy fog. Since these impacts already exist, gradual increases in their intensity that will occur over the years would not be noticeable. [Less than Significant]

Mitigation Measures

1. Off-site glare from night lighting should be minimized through use of hooding devices which direct pole-mounted or building-mounted area lighting toward the ground surface.
2. Excessive glare from signs and outdoor advertising structures should be avoided through indirect lighting.

THE NOISE ENVIRONMENT

The potential impacts of noise [Significant], and General Plan policies which serve as mitigation measures to deal with noise impacts are described in Part VI of this document. Mitigation measures have been summarized in Section A of Part VIII which are capable of avoiding or reducing noise to acceptable levels. No further discussion is required.

LAND USE, POPULATION AND HOUSING

The potential impacts of changes in land use and of growth in population and housing are discussed in Parts IV-A and IV-C of this document, in the discussion of other General Plan elements in Parts V and VI, and in the discussion of other impacts and mitigation measures associated with the discussion of alternatives in Section E of Part VIII. [Significant] Mitigation measures are also summarized in Section A of Part VIII. No further discussion is required.

TRANSPORTATION, CIRCULATION AND TRAFFIC

The potential impacts of transportation, circulation and traffic are discussed in Part IV-B, including policies and proposals dealing with state highways, arterial and collector streets, minor streets, alleys, truck routes, bicycle and pedestrian circulation, transit and the railroad corridors. Mitigation measures are also summarized in Section A of Part VIII. The discussion of airport-related impacts and mitigation measures is provided at the end of this Section D. No further discussion is required except for the emphasis on state highways which follows.

Impacts on State Highways

Traffic on State Route 99 is expected to increase substantially by the year 2010, with a near doubling in traffic volume. This volume increase will be due almost entirely to an increase in through traffic along the freeway, although some increased use by local traffic can be expected,

especially for trips generated between northern and southern reaches of the community close to freeway interchanges. **[Significant]** As for State Route 145, the General Plan proposes that through traffic be re-routed from Madera Avenue south of town to Yosemite Avenue northeast of town via Avenue 12 and Road 29. **[Less than Significant]**

Mitigation Measures

1. The Route 145 by-pass will be especially important for lessening the effects of through truck traffic on elements of the Arterial street system which provide access to and through the Central Business District.
2. It is anticipated that Caltrans will provide for through traffic increase by expanding State Route 99 to six lanes through the urban area.
3. Improvements to north-south Arterials will be accomplished to minimize use of the freeway for local traffic. The opportunity for providing a parallel Arterial west of the freeway comparable to Gateway Drive on the east side was, as a practical matter, foreclosed when the freeway was first constructed.

PUBLIC SERVICES AND UTILITIES

The impacts of development under the General plan on fire and police protection services, school service, parks and recreation and other governmental services, on utilities, and on special needs during emergencies are discussed in Parts IV-A, IV-D, V and VI. **[Significant]** As in the case of the topics of land use, population and housing, discussion of public service and utility impacts is required in the context of growth-inducing impacts of the General Plan as covered in Section F of Part VIII. Mitigation measures are summarized in Section A of Part VIII. No further discussion is required except for the emphasis on school facility and gas and electric utility impacts which follows.

School Facilities and Services

Further discussion is required here of the impact of General Plan on the local school system managed by the Madera Unified School District. During preparation of the General Plan, the Citizens Advisory Committee heard from the District Superintendent on current and projected conditions of classroom and other school facilities. Subsequently, the Committee concluded that the District would meet needs for new and expanded facilities through State funding and through local funding from school impact fees levied on new development. The presumption has become widespread among California cities that the financial issues associated with the impacts of population growth on schools lay outside the responsibility of cities to resolve. The discussion which follows centers on further actions that may be required in light of recent decision by the Appellate Court of California.

Impacts:

The impacts of population growth over the past decade on the school district have been characterized by year-round schools, crowded classrooms, the use of portable classrooms and new school construction. In addition, the District is experiencing increased use of school sites for meeting recreation needs of the community. This has been occurring while the population growth rate of the community during the 1980's was about 3.22 %. Thus, if the rate of population growth occurs at the higher rate expected during the 1990's in the range of 4% to 6%, the resulting impact on the school system could be impossible to mitigate without either major new sources of funding, a reduction in the residential growth rate by the City, or both. **[Significant]**

Mitigation Measures:

1. Working in close coordination with the Madera Unified School District, the City should monitor changes in enrollment and enrollment projections twice each year. Any sustained period of high projected enrollment increase should be considered as evidence to consider temporarily modifying or suspending growth rate policies of the General Plan in favor of a lower rate under which school facilities provide services in reasonable balance with demand.
2. In consideration of Measure No. 1, immediately above, the City and School District should consider imposing additional mitigation measures in conjunction with specific land use proposals as provided under recent California Court decisions. Specifically, under the District Court of Appeal in Murietta Valley Unified School District v. County of Riverside (1991) 228 Ca 3 1212, 279 Cal Rptr 421, a local agency may impose mitigation measures to alleviate impacts in areas with overcrowded schools. The types of projects would include legislative approvals, such as General Plan amendments and rezonings, which are not considered to be development projects subject to the School Facilities Act. Therefore, the City is not preempted from examining the environmental impact of such projects on the school district and imposing appropriate mitigation measures. Mitigation could include such measures as additional fees, reducing density, or imposing a phasing program.

Gas and Electric Utilities

Impacts:

The extent of urbanization envisioned by the General Plan can be expected to have cumulative impacts on the natural gas and electric systems provided by the Pacific Gas & Electric Company, including gas and electric transmission and distribution facilities, substations, and gas valve/regulator lots.

Mitigation Measures:

1. On-site and off-site facility requirements should be determined during the period of development project review by the City.

2. Consent agreements should be obtained from PG & E concerning project improvements in the vicinity of existing utility facilities. Such agreements should be made a part of the record during development project review by the City.

RECREATION

This topic is fully discussed as the last subsection of Part V. No further discussion is required.

CULTURAL RESOURCES

No archaeological or cultural resources of significance are known at this time to exist within the planning area. Any evidence of cultural resources that might be unearthed in the process of construction becomes immediate grounds for halting all construction until the extent and significance of any find is properly catalogued and evaluated by archaeological and cultural resource authorities recognized as having competence by the State of California.

PROPOSALS OF THE AIRPORT MASTER PLAN

Setting

The Madera Municipal Airport is located at the northwestern corner of the urban pattern and southwesterly of the Avenue 17 interchange with Freeway 99. It is surrounded by an agricultural development pattern to the north, west and south, along with a golf course (west) and developing industrial park to the east. The heart of the urban complex lays to the southeast of the airport along and on either side of the extension of the main runway. Residential development has been occurring adjacent to the Runway Protection and Inner Approach Zones, and within the Outer Approach Zone, as shown on Figure IV-4 [see page IV-A-18].

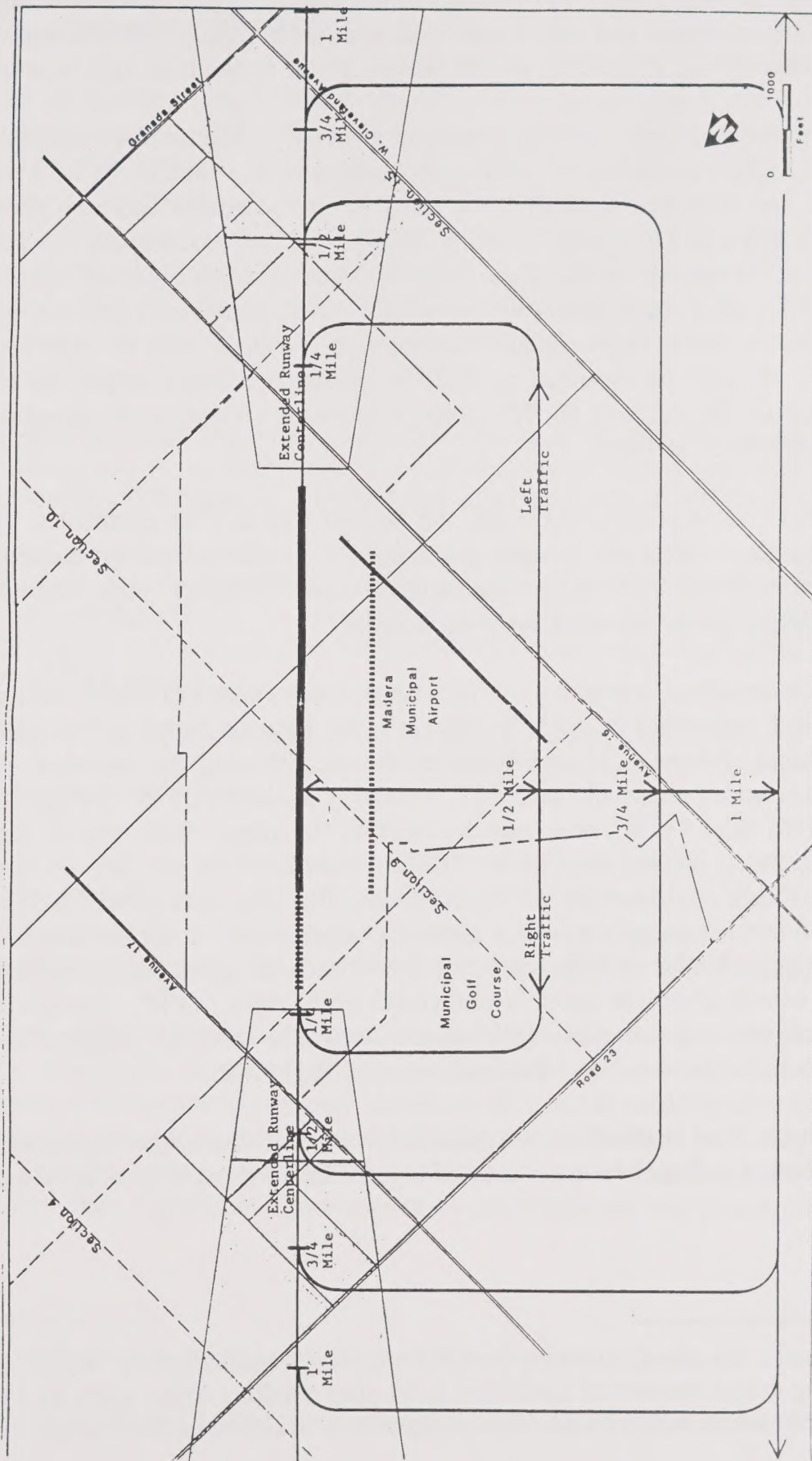
The airport is classed as a General Utility Stage II facility with a 4,500' main runway, medium intensity runway lighting, rotating beacon, traffic advisory provided by the City, approach control provided from the Fresno Air Terminal, an apron area of 300,000 sq. ft. of paved surface with a capacity for tie-down of 60 aircraft, a variety of hanger facilities, and full utility services including refueling.

A full description of the proposed Master Plan is provided at the end of Part IV-B. Of special note to an evaluation of environmental impacts are the proposals for providing an Instrument Landing System (ILS) and extending the length of the existing main runway to 5,500', to facilitate commuter airline training operations and the accommodation of heavier and more powerful corporate aircraft.

FIGURE VIII-1

STANDARD TRAFFIC PATTERN UNDER VISUAL FLIGHT RULES

(Three patterns reflect the pattern required for small to heavy multi-engine or jet aircraft)



Providing an Instrument Landing System

Impacts:

The proposals for establishing an ILS and for extending the length of the existing main runway relate to questions of health and safety and land use compatibility that are both beneficial and potentially non-beneficial, depending on the weight given to the pros and cons involved.

The beneficial impacts include meeting a regional need by providing much needed relief to other airports in the region which now experience congested ILS traffic. The Federal Aviation Administration has therefore identified the need for an alternate ILS equipped airport as a priority, with Madera being a good location because of its proximity to the relatively heavy aircraft activity at Fresno Air Terminal and Visalia. A second benefit of an ILS at Madera is the much greater safety afforded to local pilots who must now depend on a non-precision instrument approach involving substantially greater risk than is involved with an ILS approach. Such improved safety can also be expected to result in greater use of the airport by local pilots and businesses. Overall, the value of an ILS is that it provides a safer, more accurate approach and thus a greater margin of safety.

In consideration of these potential benefits, the Airport Master Plan establishes approach zones with dimensions that reflect the greater amount of approach protection required for an ILS through land use control. This also preserves options for the future when commercial, package and increased corporate service may become feasible.

The potential non-beneficial aspects of an ILS also concern matters of health, safety and land use. The ILS proposal requires that aircraft approach the runway under a "straight-in" approach beginning southeast of Avenue 13 near Highway 99 and following the extended alignment of the runway centerline under electronic guidance to runway touchdown. By comparison, operations under visual flight rules (VFR) occur much closer to the airport with aircraft approaching and leaving the airport as shown on Figure VIII-1. Provision for an ILS at Madera's airport introduces some additional measure of risk in that an ILS approach occurs both in bad weather and in simulated conditions where an ILS approach is practiced "under the hood".³ [**Potentially Significant**] [Note: Under an ILS approach, the altitude of approaching aircraft over the city is the same as would otherwise occur under visual flight rules (VFR). The glideslope used in an ILS approach under instrument flight rules is typically three (3) degrees as is the Visual Approach Slope Indicator used by pilots under visual flight rules.

The Airport Master Plan is silent on the potential hazards to the longer approach over the City required by ILS approaches over the course of a year that now occur at other airports in the San

³ Being "under the hood" refers to the pilot wearing a head apparatus which blocks vision of everything except the aircraft instrument panel, thus requiring flying solely by instruments. The training procedure requires a qualified safety pilot or instructor in the cockpit.

Joaquin Valley already equipped with an ILS.⁴ Yet, the risks and annoyance associated with a high level of instrument training operations is a matter for legitimate concern. Pilots in training for instrument landing might be served far better by airports where a straight-in approach occurs over unpopulated and undeveloped acreage. In its discussion of limiting the risks of aircraft accidents near the airport, the Master Plan covers only the influence of urban development as hazards to aircraft. **[Potentially Significant]**

The advisability of proceeding with ILS improvements can be questioned in light of conclusions of the Airport Master Plan that: 1) the most likely future for the airport is a continuation of the existing uses with a modest increase in use by turboprop and turbofan aircraft; 2) development of a small-package cargo operation is not likely to occur within the next 20 years; and 3) the potential for establishing any form of large-scale regional aviation business is limited.⁵ **[Potentially Significant]** In its discussion of the need for an ILS, the Master Plan focuses on factors critical to whether the airport would qualify for ILS funding by the Federal Aviation Administration (FAA). In consideration of current conditions at the airport, the Master Plan addresses the prospect for ILS qualification as follows:

"Because Madera Municipal Airport has no air carrier activity or scheduled air taxi operations and only occasional military activity, it would need to have 2,000 general aviation instrument approaches on the present non-precision VOR approach. This is not forecast to happen during the 20 year planning period."

"However, the staff of the FAA's Fresno Flight Standards District Office and Fresno Approach Control would like to have an ILS established at Madera Municipal Airport. The high yield of commuter airline instrument flight training in the area has resulted in congestion at Fresno Air Terminal and Visalia Municipal Airport. The addition of an ILS to Madera Municipal Airport would provide an additional location for this high volume of flight training."

"The installation of an ILS would increase the desirability of the Madera Municipal Airport. The installation of an ILS is viewed as sufficiently likely that it is appropriate to increase the forecast of based aircraft, beginning with the five-year forecast."

Another impact of establishing an ILS for instrument landings would be to prolong the noise levels generated by aircraft over the City from the southeast as compared to VFR operations. Higher noise levels will occur more frequently over a longer final approach to the runway with an ILS, thus increasing the potential for annoyance to ground activity. **[Potentially Significant]**

From the above, one of the bases for recommending an ILS for Madera is the regional necessity to alleviate traffic congestion at other ILS airports, such as Fresno Air Terminal and Visalia Municipal. However, information on whether additional ILS traffic could be diverted to Merced, or to other airports where a long straight-in approach over non-urban land may be possible, would be helpful. In this regard, the decision to terminate use of Castle Air Force Base as a military facility may open significant opportunities to accommodate instrument pilot training.

⁴ See p. 77 of Master Plan dealing with the topic of Safety on the Ground.

⁵ See discussion in Chapter 5, **Madera Municipal Airport Master Plan**, June, 1990.

Mitigation Measures:

Whether or not an ILS should be approved by the City for instrument landings on Runway 30 depends on the weight given to the beneficial v. non-beneficial characteristics involved, including factors of regional necessity, local convenience, and potential hazards introduced by commercial training operations. From the standpoint of environmental analysis, it is difficult to identify compelling reasons in support of either decision. The following mitigation measures therefore address both pro and con aspects of the issue.

1. Establishing an ILS as mitigation of potential adverse impacts:
 - a. The proposals of the Airport Master Plan provide assurances that all instrument landing operations at Madera Airport can occur with a much greater degree of safety than under current non-precision conditions.
 - b. Land use proposals of the Airport Master Plan (also reflected in the General Plan) constitute means to mitigate against the potential for aircraft accidents. These proposals combine with the more extended land area that would be free of development within approach zones required for ILS capability to improve future conditions of public safety in the air and on the ground.
 - c. ILS land use planning, approach control and design standards retain the options for commercial passenger service in the long range future. Under non-ILS approach zones, greater encroachment of residential use on the airport environs can be expected which will probably foreclose the potential for establishing an ILS in the future.
2. Not establishing an ILS as mitigation of potential adverse impacts:
 - a. By not establishing an ILS, the prospect of a significant amount of commercial pilot training under instrument flight rules and the consequent risk to life and property in built-up sections of the community along the extended runway centerline is eliminated.
 - b. By not establishing an ILS, the prospect of increased noise levels from more prolonged centerline approaches during instrument landings is eliminated.

Lengthening the Main Runway

Impacts:

The proposal to lengthen the main runway from 4,500' to 5,500' is based on requirements for accommodating heavier and more powerful (mostly twin engine) aircraft. For a General Utility Stage II airport, the Master Plan indicates that required runway length is determined by requirements of the most demanding specific aircraft which will regularly use the airport. Turbojets have been identified for the purpose. The entire extension would be to the northwest.

Many of the turboprop and third-generation turbojets will be quieter than most of the twin-engine and some of the single-engine piston aircraft which use the airport. **[Significant Beneficial]**

Mitigation Measures:

No mitigation is required.

Providing a Parallel Runway

Impacts:

The proposed Airport Layout Plan shows an alignment for a possible future parallel runway. The term "possible" is emphasized, because the volume of air traffic would have to greatly exceed that forecast for the next 20 years in order to justify a second main runway. The Master Plan only recommends that the option for a parallel runway be preserved in the event of future need. **[Less than Significant]**

The provision of a parallel runway would alter slightly the projected noise conditions expected by the year 2010. This impact is discussed under the topic of Noise, which follows.

Mitigation Measures:

No mitigation measures are required.

Aircraft Noise

Impacts:

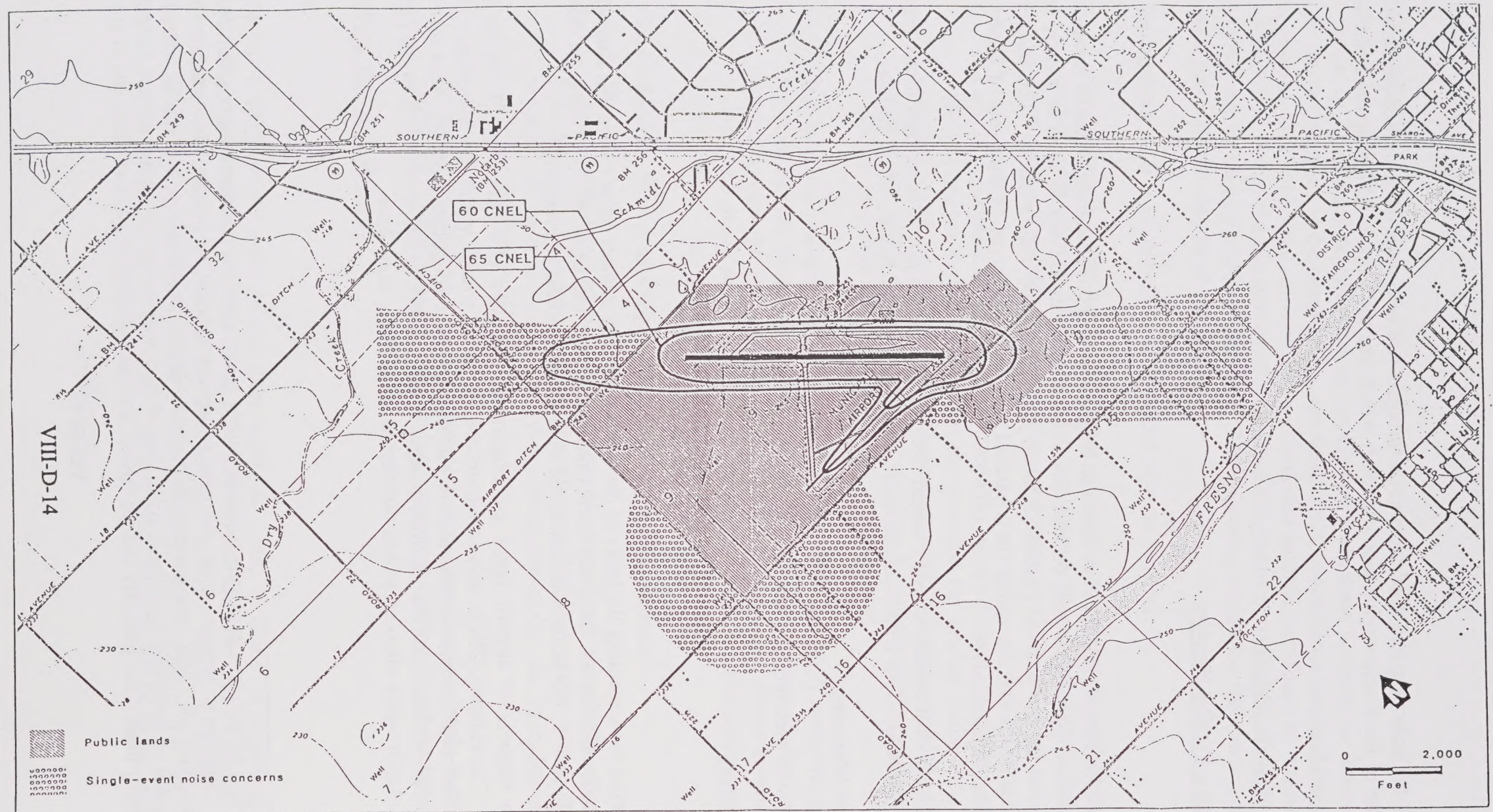
The potential for impacting the heart of the urban area with aircraft noise under IFR (instrument flight rules), utilizing an ILS, has been discussed under the topic of "providing an Aircraft Landing System". No further discussion of this potential impact is required.

The main impacts of aircraft noise are illustrated in Figure II-8 [see page II-13] as noise contours. The existing CNEL noise contours are contained wholly within the boundaries of the airport.⁶ The most common standards are a CNEL of 60 or 65 decibels (dBA), with 60 being recommended for Madera. The 60 dBA contour is comparable to that established as the highest level of exterior noise allowed within residential areas under State Law.

⁶ CNEL refers to the Community Noise Equivalent Level, and is the descriptor most commonly used in California to measure noise generated by aircraft operations. Factors taken into account in calculating the CNEL contours include the sound levels transmitted by each type of aircraft, the number of operations by aircraft type, time of day when operations occur, runway utilization, aircraft flight track geometry and the takeoff and landing characteristics of each type of aircraft.

FIGURE VIII-2

PROJECTED NOISE EFFECTS IN 2010



Source: Figure 14, Madera Municipal Airport Master Plan

The noise effects of future 60 and 65 CNEL contours, along with areas that will be affected by single-event noise concerns, are shown on Figure VIII-2. The noise contours expected in 2010 extend slightly southeast of the existing contours shown on Figure II-8. However, they remain well within the boundaries of the airport. If a parallel runway is constructed in the future, the noise contours would also extend slightly southwest, about even with the outermost line of the single-event noise concerns boundary where it intersects with Avenue 16. **[Less than Significant]**

Single event conditions around airports are those that may be greater for a single aircraft operational event than the CNEL noise contours would suggest, and therefore can be more intrusive. The areas to be affected by single event conditions take into account the effects of power-on landings under IFR (instrument flight rule) conditions. **[Potentially Significant]** The fan-shaped area of single event conditions at the southwest corner of airport property is caused by crop-dusting aircraft. However, crop duster noise could become significant if the Cloud property were allowed to develop residentially within the affected area. **[Potentially Significant]**

The City's Airport Advisory Commission sponsored a study of single event noise levels in January, 1991.⁷ The overall results of the study indicate single event readings for landings of seven different aircraft on Runway 30 ranging from 70.7 dB for a Cessna 172 to a high of 91.2 for a Conquest. Readings were taken along the extended runway centerline about 2,500' from the approach end of Runway 30. This point is at the end of the public ownership line between Avenue 16 and Cleveland Avenue and within the Runway Protection Zone. The average level for five aircraft measured at this point was a Single Event Level of 83.6 dB.

Mitigation Measures:

1. No further mitigation is required for land use proposed in areas outside of the CNEL 60 noise contour, including residential land use.
2. Mitigation of single event conditions that exceed 60 dBA would result from not establishing an Instrument Landing System (ILS).

Land Use and Environmental Compatibility

Impacts:

Issue of compatibility of the airport and its surroundings are addressed by the Master Plan as encompassing the following major considerations:

1. Noise
2. Hazards to flight

⁷ **Report of Measurement of Typical Maximum and Single Event Noise Levels for General Aviation Aircraft, Accomplished at Madera Municipal Airport, January 16, 1991, EnviroNoise Monitoring and Measuring.**

3. Safety on the ground

A fourth factor -- annoyance -- is considered to be a function of noise and the fear element associated with the risk to people on the ground. Noise impacts have been addressed in the previous subsection.

Hazards to flight concern physical obstructions to navigable airspace and other land use characteristics such as glare. Adequate concern for these characteristics are embodied in the Safety Element of the General Plan (see Part VI) and the City's zoning ordinance. **[Less than Significant]**

Concern is expressed in the Master Plan for safety on the ground by recommendations for land use regulation within 13 compatibility zones, including the Runway Protection and Approach Zones, as shown on Figure IV-4 [see page IV-A-18]. **[Significant]** As currently shown on the General Plan Diagram and Figure IV-4, land use proposals of the Airport Master Plan are consistent with the General Plan.

In its review of the Draft EIR, the State Division of Aeronautics emphasized the importance of implementing land use guidelines which provide for compatible land uses within the airport environs. The Division states that:

"Many communities have not had the foresight to implement land use restrictions in the vicinity of their airports. The results have ranged from aircraft accidents occurring in populated areas within the airport environs to restrictions on airport operations or possibly airport closure. Two recent examples are Meadowlark Airport in Orange County, and Phoenix Field in Sacramento County which closed due to the encroachment by incompatible land uses. Petaluma Municipal Airport in Sonoma County and the Rio Vista Municipal Airport in Solano County have been, or are in the process of being relocated due to incompatible land uses. Reid-Hillview in Santa Clara County is an excellent example of the effects of poor land use planning in the airport environs. Reid-Hillview is an active general aviation airport with over 500 based aircraft. It is an important asset to the community and to the California airport system, as is Madera Municipal Airport. Residential and other incompatible uses were developed around Reid-Hillview with little or no apparent regard for future consequences. The airport is now completely enveloped by residential and commercial uses which have severely impacted airport operations. Reid-Hillview is continuously under fire from local residents concerned about perceived noise and safety problems. The longevity of this airport is questionable.

These are a few of the many examples of airports that are facing a great many obstacles due to the allowance of incompatible land uses within the airport environs. The land use guidelines in the draft Madera Municipal Airport Master Plan were produced through the coordinated efforts and careful consideration of the various organizations and agencies affected. It is our position that the airport master plan and land use plan will be a necessary tool to plan for future compatible uses in the vicinity of the Madera Municipal Airport."

The Master Plan concludes that the policy implications of the factors that contribute toward "annoyance" as a characteristic of aircraft operations requires education of current owners and prospective buyers of property in the vicinity of the airport. The occurrence of annoyance as an impact appears to be influenced by people's attitudes toward aviation, their understanding of how airplanes fly, and knowledge of when and how often overflights occur. **[Less than Significant]**

Mitigation Measures:

No further mitigation is required here with respect to land use proposals of the General Plan. It is to be noted, however, that a variety of concerns are covered under Section E (Alternatives) for restrictions imposed by agricultural land use proposals on properties in the vicinity of the airport.

Other Features of the Airport Master Plan

Other features of the Master Plan include a greater setback between the centerline of the parallel taxiway and the nearest object in the apron area, providing for 40-50 more hangers and providing 35 based tiedowns. **[Less than Significant]** No mitigation is required.

Environmental Concerns Expressed During Review of the Airport Master Plan

During the several months of review given to the proposed Airport Master Plan by a citizens committee, the Planning Commission, and City Council, a variety of concerns were expressed for the environmental consequences of various proposals now embodied in the General plan and the Master Plan. Many of these concerns are covered by the preceding evaluation. Some are covered under Section E dealing with Alternatives, while others remain outside the reasonable definition of the phrase "significant adverse physical impact on the environment" as embodied in the California Environmental Quality Act Guidelines.

SECTION E - ALTERNATIVES TO THE PROPOSED ACTION

CEQA requires that alternatives should be discussed in the context of what is reasonable and feasible, that reasons for their rejection by the project sponsor be explained, that the alternative of "no project" be described, that additional significant effects (if any) be described, and that discussion focus on alternatives capable of eliminating or reducing any significant adverse physical environmental effects to a level of insignificance. More specifically, Section 15126 (d) sets forth the following requirements in describing alternatives to the proposed action:

"(d) Alternatives to the Proposed Action. Describe a range of reasonable alternatives to the project, or to the location of the project, which could feasibly attain the basic objectives of the project, and evaluate the comparative merits of the alternatives.

(1) If there is a specific proposed project or a preferred alternative, explain why the other alternatives were rejected in favor of the proposal if they were considered in developing the proposal.

(2) The specific alternative of "no project" shall also be evaluated along with the impact. If the environmentally superior alternative is the "no project" alternative, the EIR shall also identify an environmentally superior alternative among the alternatives.

(3) The discussion of alternatives shall focus on alternatives capable of eliminating any significant adverse environmental effects or reducing them to a level of insignificance, even if these alternatives would impede to some degree the attainment of the project objectives, or would be more costly.

(4) If an alternative would cause one or more significant effects in addition to those that would be caused by the project as proposed, the significant effects of the alternative shall be discussed but in less detail than the significant effects of the project as proposed. [County of Inyo v. City of Los Angeles, 124 Cal. App. 3d 1.]

(5) The range of alternatives required in an EIR is governed by the "rule of reason" that requires the EIR to set forth only those alternatives necessary to permit a reasoned choice. The key issue is whether the selection and discussion of alternatives foster informed decision-making and informed public participation. An EIR need not consider an alternative whose effect cannot be reasonably ascertained and whose implementation is remote and speculative. [Residents Ad Hoc Stadium Committee v. Board of Trustees, (1979) 89 Cal. App. 3d 274.]"

THE ALTERNATIVE OF NO PROJECT

This alternative is not feasible because the preparation, adoption and maintenance of a General Plan is mandated by provisions of the California Government Code. Failure by any city or county to meet these requirements is considered grounds for serious sanction by the State,

including a halt to all development review and approval activities by the City until the plan is prepared and/or updated in accordance with State Law.

THE ALTERNATIVE OF MAINTAINING POLICIES AND PROPOSALS OF THE 1982 GENERAL PLAN

The 1982 General Plan (as amended), is deficient in that it does not include an adequate description of the mandatory elements of the General Plan that were required by law in 1982 and thereafter. A significant deficiency is that the current General Plan description refers to proposals shown on a different General plan Diagram than that adopted in 1982. While many similarities between the diagram and the description exist, some confusion exists as to which policies may actually prevail under certain circumstances.

THE ALTERNATIVE OF REDUCING THE AREA NEEDED FOR URBAN EXPANSION

The potential for activating this alternative is already built into policies and proposals of the General Plan through the policy designating lands to be held in "reserve" for eventual urban use sometime after the year 2000. If population and employment growth occurs at a much lower rate than anticipated by the Plan, the non-reserve areas are still capable of accommodating more than 50% of the total projection for the year 2010.

THE ALTERNATIVE OF REQUIRING SUBSTANTIAL IN-FILL

This approach would prevent further urban expansion at the urban fringe until a large percentage of existing by-passed lands within the City limits and the urban pattern was developed first. While the General Plan calls for greater emphasis on in-fill, a reasoned assessment of this policy is needed when utilities are not reasonably available, when property is over-priced for the market, when owners wish to continue to farm, or when property is adversely impacted by incompatible land use in the vicinity. In relating these possible constraints to infill to current conditions in Madera, relatively little acreage exists that could be classified as being readily available for in-fill.

An absolute requirement for in-fill could have a negative effect by artificially driving up residential land values to the point where market-rate housing activity would come to a halt, effectively retarding growth. Conversely, where adequate lands exist to meet reasonable demands of the housing market for the range of housing types needed, in-fill can be achieved over time. Where factors in support of in-fill have become apparent in recent years, the private sector has moved to take advantage of the opportunities presented.

ALTERNATIVE LAND USE PROPOSALS IN THE VICINITY OF THE MUNICIPAL AIRPORT

Alternative land use configurations in the vicinity of the airport were offered to the City for consideration during the extensive period of public review given to proposals of the Airport Master Plan. They are discussed here as alternatives because they seek to alleviate the prohibition of development that otherwise will occur if agricultural land use proposals for the

affected properties are retained in the General Plan. A description of the proposed land use alternatives is followed by a description of applicable state and federal policies and standards, a discussion of the merits in relation to issues of airport land use compatibility and the impacts and mitigation measures associated with the alternatives if accepted as part of the General Plan.

Residential Land Use Alternatives

The alternatives to land use proposals of the General Plan which have been submitted are depicted on Figure VIII-3. The first proposal (referred to as Berry/Wyle) involves about 160 acres of land located within the agricultural area under and directly west of the RPZ and Inner Protection Zones, within Compatibility Zones 1, 2 and 4. The second proposal (referred to as Cloud) involves about 660 acres west of Road 24, entirely within Compatibility Zone No. 8. A third proposal (referred to as Kirby) involves about 57 acres located west of Granada Drive and south of Cleveland Avenue to the Fresno River and almost entirely within Compatibility Zones 2 and 3. The fourth proposal is the Berry Home Ranch involving 107 acres immediately west of the Kirby proposal. Taken together, these proposals involve about 1,000 acres.

For purposes of analysis, all four proposals are viewed as involving single-family detached residential development, even though a variety of housing types and densities may ultimately emerge under Planned Development procedures if the properties are included in the General Plan.

Applicable State/Federal Policies and Standards

State Law has required each county to prepare and administer an Airport Land Use Commission Plan (ALUCP) since 1968. More recently, the Law has been strengthened to assure the adoption and implementation of the ALUCP by a county-wide Airport Land Use Commission, consistency between city and county General Plans and the ALUCP, the establishment of planning boundaries, and the review of all development proposals within and near areas of airport influence covered by the ALUCP.

While no detailed regulations or guidelines exist for the content of an ALUCP, most existing plans contain similar information with emphasis on noise compatibility, safety to persons on the ground, height restrictions for air safety, and referral of development proposals within the airport planning area to appropriate agencies. Madera County is currently in the early stages of preparing its ALUCP. Consequently, the experience gained and decisions made with respect to development within close proximity to the Madera's Airport can be expected to have important bearing on the County's ALUCP for the Madera Airport.

Noise standards for airports have been adopted by the State of California which establish the 65 CNEL noise contour as the maximum allowable noise level within residential areas.¹ The

¹ California Administrative Code, Title 21, Sections 5000 st. seq., Appendix B.

65 CNEL level was chosen for reasonable persons residing in urban residential areas where homes are of typical California construction and may have windows partially open. For comparison, the existing and projected CNEL noise contours at Madera Airport are shown on Figure II-8 [page II-13] and VIII-2 [page VIII-D-12].² Based on research at the San Carlos general aviation airport conducted by the State, a CNEL 50-55 contour will generally prevail in the areas of flyover associated with a standard VFR (visual flight rules) landing.

A comparison of noise contour acceptability by the State Office of Noise Control (ONC), the Federal Department of Housing and Urban Development (HUD) and the Federal Aviation Agency (FAA) is shown in Table VIII-1 [see also the Legend following the Table]. For residential use, the range of CNEL 55-60 is considered "normally acceptable" by ONC, "clearly acceptable" by HUD and as "yes" (compatible without restrictions) by FAA.

Applied to Madera, these noise compatibility guidelines indicate that most of the lands in question as shown on Figure VIII-3 would be compatible because they are in the range of CNEL 50-60. An exception would be Berry/Wyle acreage directly west of the RPZ and IAZ safety zones if a parallel runway is constructed in the future. The Kirby acreage would be affected by single event aircraft noise as shown on Figure VIII-2.

The State Division of Aeronautics endorses "suggested land use compatibility guidelines" which provide a slightly more strict approach to compatibility. For residential areas within an area affected by a range of CNEL 55-60 in the vicinity of general aviation airports, the suggested criteria are as follows:

- Potential for annoyance exists; identify high complaint areas.
- Determine whether sound insulation requirements should be established for these areas.
- Noise easements should be required for new construction.
- Discourage residential use underneath the flight patterns.

A comparison with the following guidelines for the higher range of CNEL 60-65 is also useful:

- Discourage new single family dwellings.
- Prohibit mobile homes.
- New construction or development should be undertaken only after an analysis of noise reduction requirements is made and needed noise insulation is included in the design.
- Noise easements should be required.
- Develop policies for in-fill.

² **Airport Land Use Planning Handbook**, A Reference and Guide for Local Agencies, California Department of Transportation, Division of Aeronautics, July, 1983.

TABLE VIII-3

COMPARISON OF NOISE COMPATIBILITY GUIDELINES
State Office of Noise Control, Dept. of Housing & Urban Development
and Federal Aviation Agency

Land Use	CNEL RANGE																	
	ONC	55-60 HUD	FAA	ONC	60-65 HUD	FAA	ONC	65-70 HUD	FAA	ONC	70-75 HUD	FAA	ONC	75-80 HUD	FAA	ONC	80+ HUD	FAA
<u>Residential/Lodgings</u>																		
Single Family	NA	CA	Y	CA	NA	Y	CA	NU	N ¹	NU	NU	N ¹	CU	CU	N	CU	CU	N
Duplex	NA	CA	Y	CA	NA	Y	CA	NU	N ¹	NU	NU	N ¹	CU	CU	N	CU	CU	N
Multi-Family	NA	CA	Y	NA/CA	NA	Y	CA	NU	N ¹	NU	NU	N ¹	CU	CU	N	CU	CU	N
Mobile Homes	NA	CA	Y	CA	NA	Y	CA	NU	N	NU	NU	N	CU	CU	N ¹	CU	CU	N
Hotels & Motels	NA	CA	Y	NA/CA	CA	Y	CA	NA	N ¹	NU	NU	N ¹	NU	NU	N ¹	CU	CU	N
<u>Public/Institutional</u>																		
Schools & Hospitals	NA	CA	Y	NA/CA	NA	Y	NA/CA	NU	25	NU	NU	30	NU	CU	N	CU	CU	N
Churches & Libraries	NA	CA	Y	NA/CA	NA	Y	NA/CA	NU	25	NU	NU	30	NU	CU	N	CU	CU	N
Auditoriums & Concert Halls	CA	NA	Y	CA	NU	Y	CA/NU	NU	25	CU	CU	30	CU	CU	N	CU	CU	N
<u>Recreation/Open Space</u>																		
Playgrounds & Parks	NA	NA	Y	NA	NA	Y	NA/NU	NU	Y ⁵	NU/NU	NU	Y	CU	CU	N	CU	CU	N
Outdoor Sports Arena & Spectator Sports	CA	CA	Y	CA	NA	Y	CA	NU	Y ⁵	CA/NU	NU	Y ⁵	CU	CU	N	CU	CU	N
Outdoor Music Shells & Amphitheaters			Y			Y			N			N			N			N
Golf Courses & Riding Stables	NA	CA	Y	NA	NA	Y	NA	NA	Y	NA/NU	NU	25	NU	NU	30	CU	CU	N
Nature Areas & Zoos		CA	Y		NA	Y		NA	Y		NA	N		NU	N		NU	N
Agricultural	NA	CA	Y	NA	CA	Y	NA	CA	Y ⁶	NA/CA	CA	Y ⁷	CA/NU	NA	Y ⁸	NU	NA	Y ⁸
<u>Commercial</u>																		
Offices	NA	CA	Y	NA	CA	Y	NA/CA	NA	Y	CA	NA	25	CA/NU	NU	30	CU	CU	N
Retail-general	NA	CA	Y	NA	CA	Y	NA/CA	NA	Y	CA	NA	25	CA/NU	NU	30	CU	CU	N
<u>Manufacturing</u>																		
Manufacturing-general	NA	CA	Y	NA	CA	Y	NA	CA	Y	NA/CA	NA	Y ²	CA/NU	NA	Y ³	NU	NU	Y ⁴
Photographic & Optical			Y			Y			Y			25			30			N

Legend for Table VIII-1

State Office of Noise Control (ONC)

HUD

NA: NORMALLY ACCEPTABLE

Specified land use is satisfactory based upon the assumption that any buildings involved are of normal conventional construction, without any special noise insulation requirements.

CA: CONDITIONALLY ACCEPTABLE

New construction or development should be undertaken only after a detailed analysis of noise reduction requirements is made and needed noise insulation features included in the design. Conventional construction, but with closed windows and fresh air supply systems or air conditioning will normally suffice.

NU: NORMALLY UNACCEPTABLE

New construction or development should generally be discouraged. If new construction or development does proceed, a detailed analysis of the noise reduction requirements must be made and needed noise insulation features included in the design.

CU: CLEARLY UNACCEPTABLE

New construction or development should generally not be undertaken.

CA: CLEARLY ACCEPTABLE

The noise exposure is such that the activities associated with the land use may be carried out with essentially no interference from aircraft noise. (Residential areas: both indoor and outdoor noise environments are pleasant.)

NA: NORMALLY ACCEPTABLE

The noise exposure is great enough to be of some concern, but common building construction will make the indoor environment acceptable, even for sleeping quarters.

NU: NORMALLY UNACCEPTABLE

The noise exposure is significantly more severe so that unusual and costly building construction is necessary to insure adequate performance of activities. (Residential areas: barriers must be erected between the site and prominent noise sources to make the outdoor environment tolerable.)

CU: CLEARLY UNACCEPTABLE

The noise exposure is so severe that construction costs to make the indoor environment acceptable for performance of activities would be prohibitive. (Residential areas: the outdoor environment would be intolerable for normal residential use.)

FAA

Y (Yes) - Land use and related structures compatible without restrictions

N (No) - Land use and related structures are not compatible and should be prohibited
25 30 or 35 Noise Level Reduction (outdoor to indoor) to be achieved through incorporation of noise attenuation into the design and construction of structure.

1. Where the community determines that residential uses must be allowed, measures to achieve outdoor to indoor Noise Level Reduction (NLR) of at least 25dB and 30dB should be incorporated into building codes and be considered in individual approvals. Normal construction can be expected to provide a NLR of 20dB, thus, the reduction requirements are often stated as 5, 10, or 15dB over standard construction and normally assume mechanical ventilation and closed windows year round.
2. Measures to achieve NLR of 25 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas or where the normal level is low.
3. Measures to achieve NLR of 30 must be incorporated into the design and construction of portions of these buildings where the public is received, office areas, noise sensitive areas or where the normal noise level is low.
4. Measures to achieve NLR of 35 must be incorporated into the design and construction portions of these buildings where the public is received, office areas, noise sensitive areas or where normal noise levels are low.
5. Land use compatible provided special sound reinforcement systems are installed.
6. Residential buildings require an NLR of 25.
7. Residential buildings require an NLR of 30.
8. Residential buildings not permitted.

All of these criteria are more in the form of mitigation measures than of standards. Nevertheless, they add to the current body of knowledge that can be applied to Madera. As stated in the Airport Land Use Planning Handbook [see Footnote 2], "...new residential development should not be undertaken above CNEL 65, and single family units are discouraged in the 60-65 CNEL noise impact area."

With respect to differences in land use criteria for general aviation airports as compared to other classes, the Airport Land Use Planning Handbook further states, as follows:

Differences in land use criteria for general aviation airports result from the fact that the 65 CNEL noise contour for most general aviation airports lies fairly close to the airport boundary and does not sufficiently explain the annoyance area. The frequency of operations from some airports, visibility of aircraft at low altitudes and typically lower background noise levels around many general aviation airports are all believed to create a heightened awareness of general aviation activity and hence, potential for annoyance outside of the 65 CNEL contour.

[Note: Future noise contours can also be expected to affect existing and developing residential areas immediately east of the RPZ and IPZ safety zones in a manner similar to that shown west of these zones in the event that a parallel runway is constructed sometime after the year 2010. However, the impacts would not be considered anymore serious than the effects west of these safety zones.]

The safety of persons on the ground is always of major concern in land use planning around airports. Proposals of the Airport Master Plan for airport safety zones are consistent with the guidelines suggested by the State, including the Runway Protection Zone (RPZ) and the Inner and Outer Approach Zones. The RPZ is in effect the "clear zone" referred to under previous terminology used in airport planning. Land use controls are generally similar for these areas in not allowing any development, and permitting only agricultural or similar non-public open space use. However, a variety of land use controls are applied to other safety zones throughout the State. For the Inner Approach Zone, these controls may range from a density as low as one dwelling unit per five acres (1 DU/5 Ac) to as high as 4 DU's/gross acre. For development under the traffic pattern, standard practice appears to be not more than 3 DU's/net acre.³

Other State guidelines to be considered for Madera concern the Emergency Touchdown Zone (ETZ) and the Extended Runway Centerline Zone (ERCZ). The ERCZ is shown on Figure IV-4 [page IV-A-18] as a 1,000' wide band (500 feet either side of centerline) within which only suburban residential densities are encouraged (e.g., 12,000 sq. ft. lots) and where density transfer is encouraged. By contrast, the ETZ is defined by the State as a totally clear band 500' wide (250' either side of centerline) which runs the length of the Inner Protection Zone. Such an ETZ is used at the Monterey Airport. This allows for density transfer from the band to other parts of the IPZ if desired, without having to either purchase the entire Inner Approach Zone as if it were a clear zone, or the development rights involved.

³ Op Cit, Table III-3, Airport Land Use Planning Handbook

Referrals of development to agencies having an interest in the airport environs as recommended by the State is currently practiced by the City. Key local agencies in this regard are the local school district and agencies of County government. The key State agency is the Division of Aeronautics, although a variety of other agencies may have an interest under the environmental impact reporting process managed by the Office of Planning & Research which serves as the State Clearinghouse for EIR's.

Alternative Residential Proposals in Relation to Land Use Compatibility

The merits of the three alternatives vary with respect to the influence of noise contours, single event noise potential, the flight pattern, compatibility zones and airport safety zones.

The Berry/Wyle proposal [see Figure VIII-3] encompasses much of the Inner Approach Zone, a corner of the Runway Protection Zone and about 70 acres within Compatibility Zone No. 4 between Cleveland Avenue and Avenue 16. Applying projected noise levels shown on Figure IV-2, the area within the RPZ would be adversely affected by single event noise. To the west of the RPZ within Compatibility Zone 4, a triangular area of about 60-70 acres would lay outside of the CNEL 60 noise contour to Road 23, but would be affected somewhat by the CNEL 60 contour if the parallel runway is ever constructed sometime after the year 2010.

With respect to the influence of the downwind and base leg flight patterns, studies completed by a Transportation Engineer in June, 1990 indicate that the paths to the runway traced for 389 aircraft operations adversely affected the eastern 60% of the site [see Figure VIII-4].⁴ It is to be noted, however, that the methodology applied and the results recorded have been questioned as to their appropriateness and accuracy by the City's Director of Public Works, commenting on behalf of the City's Airport Advisory Commission. The Director states that the rounded approaches shown on Figure VIII-4 do not depict the standard flight path used by most pilots, and that the single point of observation used places the accuracy of the information as being suspect. Figure VIII-4 has been retained, however, so that the information remains available to the decision-maker as part of the Final EIR.

The Cloud proposal lays entirely within Compatibility Zone 8 south of the Airport and west of Road 24 to Road 23. This property is located well outside of the influence of the CNEL 60 noise contour, but is affected considerably by overflights in the downwind leg of the approach pattern as shown on Figure VIII-4. Considering the height of aircraft at this point in the flight pattern, with the noise contour in the range of CNEL 50-55, urban densities would not be unreasonable. However, a problem emerges within the westerly half of the property north of Cleveland Avenue which would be adversely affected by single event noise from aircraft used in crop dusting [see Figure VIII-2].

⁴ **Analysis of Aircraft Operations on Southeast Approach to Madera Municipal Airport**, Dr. Jankie N. Supersad, Appendix D, Draft Supplemental Environmental Impact report for the Berry/Wyle Madera Meadows Subdivision, Giersch & Olson Engineers, May 1990

AIRCRAFT PATHS ON SOUTHEAST APPROACH TO MADERA AIRPORT



The Kirby proposal lays entirely within the IAZ and OAZ. That part within the IAZ is located directly under the extended runway centerline. That part within the OAZ is located partly under the 1,000' wide Extended Emergency Runway Centerline Zone proposed by the Airport Master Plan. Virtually all of the acreage also falls within the area of single event noise influence as shown on Figure VIII-2.

The Berry Home Ranch proposal is located partially in the Inner and Outer Approach Zones, with a small part within the 1,000' wide Extended Emergency Runway Centerline Zone. The remainder of the project is located within Compatibility Zone 6. The property is affected with respect to single event noise influences in about the same manner as it is affected by the IAZ and OAZ as noted above.

Impacts and Mitigation Measures if Residential Alternatives are Approved

For purposes of impact analysis, all of the properties shown on Figure VIII-3 which lay west of the safety zone boundaries and south of Avenue 16, and also including Berry/Wyle land on either side of a 500' wide Emergency Touchdown Zone are considered as being designated Low Density Residential. It is assumed that non-public lands within the Runway Protection Zone (about 15 acres of the Berry/Wyle property) will be purchased by the City as recommended by the Airport Master Plan. A second assumption is that development outside of the 1,000' wide Extended Runway Centerline Zone within the Outer Protection Zone would be available for development. A third assumption is that density transfers and a variety of lot sizes may be approved under Planned Development procedures of the zoning ordinance, especially for the Berry/Wyle and Kirby proposals.

Other than airport-related impacts already considered in this EIR, the principal areas of potential adverse impact concern the following topics:

- Impact on population distribution and the urban pattern.
- Impact on city services and schools.
- Impact on circulation and traffic
- Impact on agricultural land
- Long-term cumulative and growth-inducing impacts

Population Distribution and the Urban Pattern:

Impacts:

The designation of the approximately 830 acres of Low Density Residential will involve about 2,650 to 3,180 housing units and a population in the range of 8,480 - 10,180, depending on housing mix and final density approvals.⁵ This amount of additional acreage would require a

⁵ This calculation assumes 25% of the area in streets, another 15% in parks, church sites and other semi-public use, a range of 5-6 housing units per net acre, and an average of 3.2 persons per household. The total gross acreage (830) excludes about 20 acres within a 500' wide Emergency

deduction of a comparable amount from other parts of the planning area. The deductions would probably be divided between eastern and northern Madera, and could have the effect of discouraging sufficient development in these areas to justify improvements to the trunk sewer system that will be required to adequately support the extent of eastern and northern expansion now envisioned by the proposed General plan.

Mitigation Measures:

1. The long range effects on other parts of the community could be partially off-set by designating 50% or more of the land as Low Density Reserve. Such designation would most logically apply to the acreage west of the line of Road 23-1/2, between the airport and the river.
2. An alternative would be to designate 75% of the acreage for 2-1/2 to 5 acre homesites. This would generate a Very Low Density pattern of about 90 - 180 housing units in addition to a much smaller number of Low Density housing units in the range of 675 - 810 units. Population at buildout would be reduced to 290 - 580 in the Very Low Density areas, plus 2,160 - 2,590 in the Low Density areas. Total population would be in the range of 2,450 to 3,170. It would not be as important to consider Urban Reserve designation for lands in the most western part of the growth area as it would under a Low Density designation throughout the entire acreage.
3. In combination with the conditions created under either of the first two measures, above, cut back on residential acreage in other parts of the planning area as necessary to adjust for the redistribution of population.

Schools:

Impacts:

Under Low Density, the area would generate in the order of 2,600 - 3,180 students in grades K-12, and a need for 2.5 to 3.0 three elementary schools. The area would continue to be off-limits for any school locations east of the line of Road 23-1/2 because of its proximity to the airport downwind, base leg and final approach flight pattern to Runway 30. Only the most westerly part of the Cloud property south of Cleveland Avenue and west of the line of Road 23-1/2 may qualify for a school site because it lays outside of the flight pattern and areas of noise concern. In the event that the State Department of Education would still be unfavorable to a school site anywhere north of the river, then the impact would be to have all elementary school students bussed to school facilities at other locations.

Touchdown Zone and 15 acres to be acquired by the City within the RPZ under the Berry/Wyle proposal, and 10 acres in the ETZ of the IAZ, and four acres in the ERCZ of the OPZ under the Kirby proposal.

If the densities were reduced as mitigation to include Very Low Density as described above, then the overall impact of school children generated would be in the range of 760 - 990 students in grades K-12.

Mitigation Measures:

1. Provide one or more elementary school/park sites south of Cleveland Avenue and west of the line of Road 23-1/2.
2. Bus students to other facilities as required.
3. Reduce the densities to a combination 75% of acreage at Very Low and 25% of acreage at Low Density.
4. Require development fees for new schools (in addition to existing fees) under provisions of recent California appellate decision determining that local school district possess the powers to impose fees independent of the 1986 School Facilities Act.

City Utilities:

Impacts:

An ultimate residential development with about 10,000 people would generate the demand for approximately 3.0 mgd (million gallons per day) of pumped water.

The 30" sewer main that has been extended north along Road 24-1/2 could not serve all of the proposed development because of elevations that would require effluent from the Cloud property to be force pumped east to the 30" line in Road 24-1/2.

No significant effects would result in providing surface water drainage either to detention ponds prior to pumping to the river, or to permanent surface water drainage ponds. Solid waste would be generated at the rate of about 7,500 lbs. per day. No new impact would occur since development would replace residential development proposed at other locations under the General plan.

Mitigation Measures:

1. Construct a water line extension from the Granada Drive trunk line to serve the eastern part of the area; develop one or more new wells to serve the area west of Road 24-1/2.
2. Reduction of density as under the Very Low/Low Density combination described above under Population Distribution would reduce water demand at buildout to about 0.95 mgd.
3. In order to serve the Cloud property, it will be necessary to construct a new trunk line along Road 23 south of Cleveland to the Avenue 13 outfall line to the treatment plant.

As a practical matter, a line along Road 23 would permit extension north to Avenue 17 and east along 17 to eventually serve all of North Madera that lays south of Avenue 17 and of Madera Acres north of Avenue 17.

Other City Services:

Impacts:

Full development at Low Density would require a new fire station. The demand for fire and police services will increase incrementally as the area develops in stages. Very Low Density development would still require about the same level of police patrol as if the area developed entirely in Low Density.

Mitigation Measures:

1. Through development fees for police and fire protection services, the City will be able to meet demands for increased service as the area grows in the same manner as for the rest of the community.

Circulation and Traffic:

Impacts:

At the highest population buildout over 20 years, the area would generate approximately 31,800 vehicle trips per day. This traffic would most heavily impact Cleveland Avenue and the Cleveland interchange with Freeway 99. Secondly, development would impact Avenue 16 and the Avenue 16 interchange via Road 24-1/2, and Sunset and Howard Avenues via Road 24-1/2. Traffic from the western half of the developed area destined for the freeway would be diverted to the Avenue 17 interchange via Road 23 and Avenue 17 in order to avoid congestion at the Cleveland and Avenue 16 interchanges.

Mitigation:

1. Fees for off-site Arterial street, intersection and freeway interchange improvements would be required.
2. Cleveland Avenue would require 4-lane divided construction with left turn lanes between Road 23 and Granada Drive, with six traffic lanes plus left turn lanes between Granada and the freeway.
3. Reduction in densities as described previously.
4. The Avenue 16/Freeway 99 interchange will require additional lanes and ramps. The interchange is in the process of conceptual redesign to achieve a more favorable structural solution to the overpass of the railroad permit via direct connection with Adell Avenue east of the Southern Pacific Railroad right-of-way.

Agricultural Land:

Impacts:

No impacts would occur if development was a trade-off with agricultural land that would remain at other locations now encouraged for conversion to urban use by the General plan. Under the reduced density option, where 75% of the acreage would be devoted to Very Low Density residential, approximately 620 additional acres of productive agricultural land would be irrevocably lost over that now contemplated by the proposed General Plan.

Mitigation:

None required for a straight trade off of agricultural acreage; none possible under the Very Low Density option.

Cumulative and growth-inducing impacts are described in Sections F and H, respectively, of this EIR.

THE ENVIRONMENTALLY SUPERIOR ALTERNATIVE

The environmentally superior alternative is the "no project" alternative. However, this is not a practical alternative since State Law and common sense dictates that the community continue to plan comprehensively for population and economic growth and needs generated by such growth. Excluding the "no project" alternative, the most environmentally superior alternative from among the other alternatives described in Section E would be the General Plan as proposed, with or without additional residential development in the vicinity of the Municipal Airport under the variety of conditions and options described in the previous part of Section E. A qualification is required with respect to airport related development in that the most environmentally superior combination of residential use at various locations would exclude the proposal for development within the Inner Approach Zone unless the Emergency Touchdown Zone was widened from 500' to 1,000' as now proposed for the Extended Runway Centerline Zone within the Outer Approach Zone.

SECTION F - RELATIONSHIP BETWEEN LOCAL SHORT-TERM USES OF MAN'S ENVIRONMENT AND MAINTENANCE AND ENHANCEMENT OF LONG-TERM PRODUCTIVITY

GENERAL CONSIDERATIONS

General Plan policies (especially those of the Land Use Element) commit substantial acreage to residential, commercial, industrial, public and other use, including institutional use. Most of the land yet to be developed in urban use would result in the conversion of agricultural lands. Exceptions would be lands which lay vacant and fallow because of inadequate area for economical agricultural use or because of being surrounded or nearly surrounded by urban development. Proposals of the General Plan seek to accommodate all future urban expansion within the City of Madera's Sphere of Influence boundary established by LAFCO.

The revised policies and proposals of the General Plan substantially modify and alleviate impacts anticipated under previous General Plan policy. In the long-term, the City and the County of Madera will benefit by their commitment to joint policies on urbanization of the Madera urban area while providing for substantial growth in population and economic activity. The proposed project (updated General Plan) is justified now in order to meet changing conditions and needs and to reflect current mandates of the State Planning Law. Postponement of action would lead to negative effects, including the continuation of conflicts and inconsistencies among elements of the General Plan, and inability by the City to adequately respond to the needs of its citizens.

THE MOST POTENTIALLY SERIOUS CUMULATIVE IMPACTS

The most potentially serious cumulative impacts posed by the project are those associated with a rate of growth that may exceed the range of 3% to 4% over the remainder of the 1990's and perhaps beyond the year 2000. The risks associated with this prospect are considerable, especially in their potential impact on the local school system which is experiencing growth in school child generation at a rate considerably higher than general population growth. Mitigation solely in the form of new and increased development fees may not be an adequate response as compared to modifying the overall average annual rate of growth in population and housing. The fees required may adversely affect the ability of the community to meet housing demands, and to continue to have reasonable success in providing for "affordable" housing without over-dependence on public programs. Mitigation measures which call for careful monitoring of the growth rate in relation to school impacts take on special importance in order to avoid adverse impacts.

CUMULATIVE IMPACTS ON PUBLIC SERVICES

The cumulative impacts on public services, including schools, fire and police protection service, water-sewer-drainage, and recreation will occur incrementally and gradually as the urban area expands. A key policy of the General Plan requires the phasing of development in a manner which will not place undue strain on the ability of local government to provide adequate levels

of public service. However, the application of this policy must occur at the time of considering environmental assessments of separate development proposals to assure that each project can be sustained.

The City's ability to manage growth will also depend heavily on provisions of its Comprehensive Annexation Plan and of its Financial Plan and Capital Improvement Program. These plans will provide foresight on the timing when additional service capability and public improvements will be needed, and of the fair-share costs to be assessed during the development review process.

OTHER CUMULATIVE IMPACTS

Other cumulative impacts concerning air quality, circulation and traffic, water quality, public safety, noise, population, housing, human health, and cultural resources are covered in Parts IV, V and VI, and/or have been addressed previously in Part VIII. Further discussion is also provided in the attached Initial Study.

SECTION G - SIGNIFICANT IRREVERSIBLE ENVIRONMENTAL CHANGES UNDER THE PROJECT

The significant irreversible environmental changes that will occur if the General Plan is implemented will be the conversion of about 5,500 to 6,000 acres of productive agricultural land to urban use, including the possibility of about 500 acres for Very Low Density residential use southwest of the airport. Other irreversible changes include improvements to the street and highway system which will influence land use patterns and increase and redistribute volumes of traffic. It is also anticipated that many positive changes will occur that will enhance the quality of life for Madera's residents, such as additional parks and improvement of economic conditions. To the extent that such positive changes become part of a much desired standard of living in Madera, they also may be classed as irreversible.

SECTION H - GROWTH-INDUCING IMPACT

The growth-inducing impact of the General Plan is to encourage, indirectly, a substantial increase in population and all of the public and private facilities and services needed to serve that population. The extent of this secondary level of impact has been covered extensively in all of Parts IV, V, VI and VIII. Further evaluation is not required except for the growth-inducing impacts of residential alternatives in the vicinity of the airport discussed in Section E of this EIR.

The designation of lands for Low Density westerly along the Cleveland Avenue corridor to Road 23 will have the effect of encouraging the premature development of this area and of encouraging requests for General Plan amendments to extend the urban pattern even further west of Road 23. Land use policies which would deter such activity would be to designate lands along the Cleveland Avenue corridor west to Road 23 for Very Low Density Residential use on lots of 2-

1/2 to 5 acres or more in site area. An alternate approach would be to hold firmly to a Residential Reserve designation for the westerly 300-400 acres.

SECTION I - EFFECTS FOUND NOT TO BE SIGNIFICANT

Effects found not to be significant are listed and described in the attached Initial Study [see Appendix "B"]

SECTION J - REPORT PREPARATION; ORGANIZATIONS AND PERSONS CONSULTED

REPORT PREPARATION

This report was prepared by Robert E. Grunwald of Grunwald & Associates, City & Environmental Planning Consultants, 350 Rivergate Way, Sacramento, CA 95831; Telephone: (916) 429-6734. Mr. Grunwald was assisted by the firms of Wilbur Smith & Associates (transportation, circulation & traffic), Moldenhauer Engineering Co. (water, sewerage & drainage), and John Cone (population and urban economics).

ORGANIZATIONS AND PERSONS CONSULTED

City of Madera

City Manager
Director of Community Development
Staff of the Department of Community Development
City Engineer
Public Works Director
Director of Parks & Recreation
General Plan Citizens Advisory Committee:

Madera Unified School District

District Superintendent

County of Madera

County Planning Director
Staff of the County Planning Department
Staff of the Economic Development Agency

State of California

Caltrans, District 6, Fresno
Deputy District Director,
Planning & Programming

APPENDIX "A"

GENERAL PLAN/ZONING COMPATIBILITY MATRIX

<u>ZONING DISTRICT/ CLASSIFICATION</u>		<u>GENERAL PLAN DESIGNATION - RESIDENTIAL</u>							
		<u>Very Low</u>		<u>Low</u>		<u>Medium</u>		<u>High</u>	
RVL*	.....	XX	.....	CC					
PD 12000	.....	CC	.....	XX					
RA	.....	CC	.....	XX					
PD 8000	.....		.....	XX					
PD 6000	.....		.....	XX	.....	CC			
R-1	.....		.....	XX					
PD-4500	.....		.....	CC	.....	XX			
PD-3000	.....		.....		.....	XX	.....	CC	
R-2	.....		.....		.....	XX	.....	CC	
PD-2000	.....		.....		.....	CC	.....	XX	
PD-1500	.....		.....		.....		.....	XX	
R-3	.....		.....		.....		.....	XX	
PO	.....		.....		.....		.....	CC	
C-R	.....								
CN*	.....								
C-1	.....								
C-2	.....								
CH*	.....								
I, IP	.....								
RCO	.....	CC	.....	CC	.....	CC	.....	CC	
PF	.....	CC	.....	CC	.....	CC	.....	CC	
UR	.....	CC	.....	CC	.....	CC	.....	CC	
U**	.....								

XX - CLEARLY CONSISTENT
CC - CONDITIONALLY COMPATIBLE
Note: Several PD zones may be applied within a single development area to achieve consistency with the General Plan.
* - New Zoning District
** - Consistent in all designations on an interim basis

Appendix "A" - cont.

<u>ZONING DISTRICT/ CLASSIFICATION</u>		<u>GENERAL PLAN DESIGNATION - COMMERCIAL</u>							
		<u>Neighborhood</u>	<u>Community</u>	<u>Regional</u>	<u>Service</u>	<u>Highway</u>			
RVL*	.....								
R-1	.....								
PD 6000	.....								
PD 8000	.....								
RA	.....								
PD 12000	.....								
R-2	.....								
PD 3000	.....								
PD 4500	.....								
R-3	.....								
PD 1500	.....								
PD 2000	.....								
PO	.....	CC	CC						
CR	.....	XX	CC						
CN*	.....	XX	CC						
C-1	.....	CC	XX	XX	CC	CC	.....	CC	
C-2	.....	.....	CC	CC	XX	CC	.....	CC	
CH*	.....	.....	CC	CC	CC	CC	.....	XX	
I, IP	.....	.....	.....	.....	CC				
RCO	.....	CC	CC	CC	CC	CC	.....	CC	
PF	.....	CC	CC	CC	CC	CC	.....	CC	
UR	.....	CC	CC	CC	CC	CC	.....	CC	
U**	.....								

XX - CLEARLY CONSISTENT

CC - CONDITIONALLY COMPATIBLE

* - New Zoning District

** - Consistent in all designations on an interim basis.

Appendix "A" - cont.

GENERAL PLAN DESIGNATIONS

<u>ZONING DISTRICT/ CLASSIFICATION</u>	<u>Industrial</u>	<u>Office</u>	<u>Mixed Use</u>	<u>Public & Semi-Public</u>
RVL*				
R-1				
PD 6000				
PD 8000				
RA				
PD 12000				
R-2 .....	.....	.....	CC	
PD 1500 .....	.....	.....	CC	
PD 4500 .....	.....	.....	CC	
R-3 .....	.....	CC	CC	
PD 1500 .....	.....	.....	CC	
PD 2000			CC	
PO	CC	XX	CC	CC
C-R .....	.....	CC	CC	CC
CN* .....	.....	CC	CC	
C-1 .....	.....	CC	CC	
C-2	CC .....	.....	CC	
CH*				
I, IP	XX			
RCO	CC	CC	CC	CC
PF	CC	CC	CC	XX
UR	CC	CC	.....	CC
U **				

XX - CLEARLY CONSISTENT

CC - CONDITIONALLY COMPATIBLE

* - New Zoning District

** - Consistent in all designations on an interim basis.

Appendix "A" - cont.

<u>ZONING DISTRICT/ CLASSIFICATION</u>	<u>GENERAL PLAN DESIGNATIONS</u>			
	<u>Resource/ Conservation</u>	<u>Open Space/P&R</u>	<u>Reserve</u>	
RVL*	CC	CC		
R-1				
PD 6000				
PD 8000				
RA				
PD 12000				
R-2				
PD 3000				
PD 4500				
R-3				
PD 1500				
PD 2000				
PO				
CR				
CN*				
C-1				
C-2				
CH*				
I, IP				
RC0	XX	XX	CC	
PF	CC	CC	CC	
UR	CC	CC	XX	
U **				

XX - CLEARLY CONSISTENT

CC - CONDITIONALLY COMPATIBLE

* - New Zoning District

** - Consistent in all designations on an interim basis.

APPENDIX "B"

JOINT RESOLUTION OF AGREEMENT BY THE CITY OF MADERA AND COUNTY OF MADERA ON URBAN DEVELOPMENT POLICY

City-County Staff Draft of May 2, 1990

Whereas, through pursuit of interdependent policies the City and County of Madera seek to jointly plan for orderly development in areas within the Madera General Plan Area; and,

Whereas, well planned urban development decreases costs of urban services while simultaneously improving the environment for urban development; and,

Whereas, clear and understandable policies governing the development of the City's urban growth area are essential to efficient government; and,

Whereas, there are basic differences in the nature and function of City and County Government; and,

Whereas, well defined policies for urban growth can aide in the long term protection of community and county-wide resources;

Now, therefore, be it resolved that the following policies are hereby jointly adopted by the City and County of Madera:

1. General

A. Under this policy the City will act as primary provider of urban services and the County will act as primary provider of rural services and protector of agricultural lands.

B. As primary provider of urban services, the City shall provide urban services in an orderly manner to land within the General Plan area and other designated areas within the Sphere of Influence, as hereinafter defined, upon annexation to the City. The County, with the limited exceptions set forth hereinafter in this policy, shall refer urban development proposals to the City for annexation.

C. The County is the primary provider of rural services and protector of agricultural land which surround the City of Madera. The County shall prohibit urban development within a three (3) mile radius of the City's General Plan area; and the City agrees to not extend urban services to these outer areas.

D. Since this policy is interdependent between the City and the County on this subject, it is understood that neither the City nor the County shall change its policy without first consulting the other party.

E. The City and County of Madera, in adopting this policy, seek the Madera County Local Agency Formation Commission's recognition of this document on any future applications before that body.

F. This Joint Resolution of agreement may be modified from time to time as the City and County of Madera see fit.

G. The Sphere of Influence and the Madera Urban Development Area boundaries are identified on separate maps which have been adopted by both the City and County of Madera.

2. APPLICATION

This policy shall control development within the City of Madera's Sphere of Influence by setting forth the requirements and timing for annexation, and the requirements and timing for providing urban services to developing areas.

3. DEFINITIONS

A. Agricultural Development

1. Outside the City Limits: Agricultural Development means the types of uses typically associated with the agricultural use of the land in a larger scale, such as crop production and storage, animal grazing, animal raising, recreational, agricultural processing; and other uses as may be jointly identified by both the City and County of Madera.
2. Within the City Limits: Agricultural Development shall be considered an interim use until the land is proposed for urban development. As such, these uses are intended to be of a less intense interim agricultural nature or are considered compatible with urban development, such as educational projects, nursery sales, agricultural sales, landscape services, or commercial greenhouses. Agricultural development would include accessory buildings. The exact uses permitted may at times be defined by City Ordinance.

B. ***City Standards***, as used in this policy, means the City of Madera standards, codes, ordinances, specifications, actions and/or other requirements adopted by the City of Madera to regulate building construction, development improvements and site design including setbacks and height regulations.

C. ***Development*** means the act, process or result of securing approval of a use permit, variance, land division including a subdivision map, parcel map or a land division plat or a building permit or the like.

D. ***Development Improvements*** means those physical improvements required by any particular land development to operate in a safe and healthful manner based upon the location of the development and/or intensity of service demands generated by such development including:

1. ***On-Site Improvements***: On-site improvements are those development improvements which are privately owned by a particular development. Such improvements are those required to be constructed on a site including, but not limited to, buildings, landscaping, signing, on-site drainage, paving, parking, fire protection, domestic water service, sanitary waste disposal, necessary utility easements and such other on-site improvements necessary to enable development to occur.

2. ***Right-of-Way Improvements***: Right-of-way improvements are owned by a public entity or private utility. They are located within a street right-of-way or alley adjacent to or running through the area being developed. The timing of the construction and the types of right-of-way improvements depends upon the service demands generated by the type of development proposed and the needs of the surrounding developments. Such right-of-way improvements include, but are not limited to, dedication of land, street paving, curbs, gutters, parkstrips, sidewalks, street lights, fire hydrants, sewer lines, water lines, storm drains and other utility lines, and other improvements located on or in a public right-of-way.
 3. ***Public Improvements*** are publicly owned physical improvements to be constructed by a developer or constructed with fees paid to the City by the developer to provide an adequate traffic circulation system and to enable delivery of and connection to City sanitary sewer, water, and storm drainage systems. The timing and type of physical improvements depends upon service demands generated by a particular development or need to mitigate impacts caused by a particular development on surrounding developments.
- E. ***Madera General Plan Area*** means that area defined in the City of Madera General Plan.
- F. ***Public Facilities*** means such uses as cemeteries, corporation yards, fire stations, parks, and public schools.
- G. ***Quasi-Public Facilities*** means such uses as private and public utility distribution sub-stations, communication equipment buildings, churches and private schools.
- H. ***Rural Residential Development*** means the development of a parcel, for residential purposes, and which provides water and septic disposal on the same parcel in accordance with the requirements of Madera County. The size of said parcel shall be no smaller than five (5) acres in size.
- I. ***Sewer Service Boundary*** means that line within which there exists a planned sewer line capacity to serve the area with City sanitary sewers. This boundary does not necessarily include sewage disposal capacity.
- J. ***Sphere of Influence*** means that line defined on the map(s) in the City of Madera Sphere of Influence Study prepared by the Madera County Local Agency Formation Commission.
- K. ***Urban Development Area*** means the area within the boundaries as identified on the City of Madera Urban Development Area/Sphere of Influence Map as maintained by the City and County of Madera and the Madera County Local Agency Formation Commission. The area within this boundary is that in which annexation is projected to occur within a five (5) year time-line. The Urban Development Area boundary, adopted with this policy, may be amended from time to time.
- L. ***Urban Development*** means land development which generates a need for development improvements including on-site improvements, right-of-way improvements and public improvements as defined herein, and for City services, but specifically excludes the following:

1. Agricultural development as herein defined.
 2. The operation, repair or minor alteration of existing public or private structures, facilities or mechanical equipment which do not involve physical expansion of the use.
 3. The construction of minor structures such as carports, patios, swimming pools or fences which are accessory and appurtenant to existing residential uses.
 4. The construction or placement of minor structures such as on-premise signs, small parking lots or fences which are accessory and appurtenant to existing commercial, industrial or institutional facilities.
 5. Re-occupancy of existing vacant structures by uses which are found by the applicable City or County jurisdiction to be consistent with the land use designation of the site.
 6. Reconstruction of a damaged, destroyed or unsafe building which involves no expansion of the previously existing use when that use presently is consistent with the Madera Area General Plan.
 7. Additions to existing single family dwellings which do not result in the creation of additional dwelling units.
- M. *Urban Services* means those services including, but not limited to, sewer, water, storm drainage, police, fire, public works and other similar services provided by the City.

4. Development in the Area between the Sphere of Influence Boundary, and the Outer Limit of the Urban Development Area, and Outside of the City Limits

Development in the area that lies between the Sphere of Influence boundary, and the Madera Urban Development Area and/or the City Limits shall be restricted to agricultural development unless the development is one of the following exceptions:

A. Urban Development

1. Rural Residential Development shall be permitted only in _____ (area?) _____ pursuant to the County of Madera and the City of Madera General Plans.
2. Single Family Residences on parcels of 20 acres or smaller shall develop only in accord with the following criteria:
 - a. Compliance with the County Zoning and Building Ordinances.
 - b. Said development shall occur only on parcels legally existing before the effective date of this Joint Resolution Agreement, or parcels created by subdivisions of four (4) or fewer parcels when the principal purpose of such subdivision is to create parcels to be used for agricultural development as defined herein.

- B. Agricultural Development:** Uses defined herein as Agricultural Development shall be allowed only when in compliance with the County Zoning and the Madera General Plan.
- C. Development of Public Facilities:** When considering any application for development of public facility sites, the following findings shall be used and the following findings shall be made to allow such use to insure that the facility site will best serve the community while minimizing its potential adverse impacts. If all of the following findings are made in the affirmative, a public facility site may be approved in the area outside the Urban Development Area but within the Sphere of Influence.
1. The site is located in proximity to a freeway, highway, or thoroughfare to insure proper access and circulation making the site convenient to that part of the community and areas which would be served by the public facility site;
 2. The site is of adequate size to accommodate future governmental needs consistent with the projected growth of the Madera Area and the areas which would be served by the public facility site;
 3. The site is located so as to minimize the impact of loss of agricultural land;
 4. The City of Madera has indicated its ability within a reasonable time and under such terms and conditions as are applicable to provide sewer, water and fire protection to the site;
 5. The agencies with jurisdiction to provide other governmental services required by the public facility site have provided a written statement of their ability to provide such services at an acceptable level considering the needs of the particular public facility site in question;
 6. The site is located in an area where pedestrian access, if applicable, may be provided with optimum safety.

5. Development in the Area Inside the Urban Development Area but Outside of the City Limits

The City shall annex all areas inside of the Urban Development Area at the earliest time consistent with the goals and objectives of the Madera General Plan, the orderly extension of the city limits and urban services. Development of non-residential uses, other than the expansion of existing non-residential uses or the development of new public or quasi-public uses, shall occur in the area within the Urban Development Area only when the property has been annexed to the City.

Development is permitted in areas inside the Urban Development Area but outside of the City limits only as follows:

- A. Residentially Designated Areas:** Development in areas designated for residential development in the Madera General Plan shall occur only as specified above, except that these provisions shall not apply to the following defined permitted uses:

1. Uses specifically excluded from urban development as herein defined if consistent with the land use designation of the Madera General Plan.
2. One single family dwelling may be constructed on an existing vacant parcel and may use a private well and/or septic system when all of the following conditions are found to exist:
 - a. The parcel has been legally created prior to adoption of this Joint Resolution Agreement.
 - b. The dwelling will be located in an area designated on the City of Madera General Plan for residential development.
 - c. City sanitary sewer, water and storm drainage services will not be available within a reasonable time, considering the circumstances of the particular development request.
 - d. The dwelling will be located on the parcel so that it may blend with a future residential subdivision; and with the general street pattern identified in the Land Use and Circulation Element of the City of Madera General Plan or any other street plan approved by the City.
 - e. Construction is conditioned upon obtaining the necessary permits from the applicable jurisdiction.
 - f. The property owner has agreed, in a written and recorded agreement, to construct the necessary right-of-way improvements when so required by the City.
 - g. The use will operate in a safe and healthful manner without full City services and the well and septic system will be approved by the County Health Department.
 - h. The property owner shall agree, in a written and recorded agreement, to annex the property when so required by the City.

B . Expansion of existing Non-Residential Facilities may occur without provision of public improvements as herein defined only when all of the following criteria are met:

1. For purposes of this section, expansion shall mean an enlargement or addition of the existing uses and uses accessory thereto, identical or substantially similar in purpose and nature to the existing uses; the principal use is other than a residential use; and is a use which is a Ministerial or Categorical Exemption under the California Environmental Quality Act Guidelines.
2. The nature and location of the use shall be consistent with the City of Madera General Plan.
3. The design, construction, on-site improvements and right-of-way improvements for the proposed expansion shall be governed by the applicable City standards.

4. The property owner shall agree, in a written and recorded agreement, to construct the necessary right-of-way improvements when so required by the City.
5. Such development need not connect to City water, sanitary sewer and storm drainage systems provided the use is found to be one that may operate in a safe and healthful manner without such services and can provide for adequate on-site disposal of storm water run-off to the satisfaction of the City and County Engineers.
6. Well and septic systems shall have been approved by the County Health Department as meeting all applicable federal, state and county laws and regulations.
7. The property owner shall agree, in a written and recorded agreement, to annex the property when so required by the City.

C. Land Division: A land division may be approved for a parcel inside the Urban Development Area and outside the City Limits when all of the following findings are made:

1. The division and the development proposed to be constructed on the parcels created by the division are found to be consistent with the General Plan and its directives for the future development of the area.
2. The property owner shall agree, in a written agreement, to annex the property when so required by the City; and in the interim the property owner shall recognize the applicable development restrictions of this Joint Resolution of Agreement.
3. Such other findings as deemed necessary and appropriate.

D. Development of Public and Quasi-Public Facilities: When considering any application for development of public or quasi-public facility sites, the following findings shall be used and the following findings shall be made to allow such use to insure that the facility site will best serve the community while minimizing its potential adverse impacts. If all of the following findings are made in the affirmative, a public facility site may be approved in the area inside the Urban Development Area but outside the City limits.

1. The site is located in proximity to a freeway, highway, or thoroughfare to insure proper access and circulation making the site convenient to that part of the community and areas which would be served by the public facility site;
2. The site is of adequate size to accommodate future governmental needs consistent with the projected growth of the Madera Area and the areas which would be served by the public facility site;
3. The site is located so as to minimize the impact of loss of agricultural land;
4. The City of Madera has indicated its ability, within a reasonable time, and under such terms and conditions as are applicable to provide sewer, water and fire protection to the site;

5. The agencies with jurisdiction to provide other governmental services required by the public facility site have provided a written statement of their ability to provide such services at an acceptable level considering the needs of the particular public facility site in question;
6. The site is located in an area where pedestrian access, if applicable, may be provided with optimum safety;
7. Development will be to City Standards as herein defined.

6. Development Permits Required

No permit for development as herein defined shall be issued unless such development complies with this policy and all applicable City Standards.

7. Policy on Areas of Mutual Interest

This section addresses Areas of land located outside of the Madera City Limits which have been designated as Areas of Mutual Interest due to the City of Madera's interest in their future use and development.

These areas have been identified because of their unusual planning characteristics, existing circumstances, or the mutual implications of short-term planning decisions.

- A. Area A as shown on Exhibit #1: Lands located within a three (3) mile radius of the City's General Plan area.

Urban development in this area could place demands upon the resources of the City without provisions for adequate control or compensation of the resources used. This area is identified as an agricultural buffer which surrounds the urban areas of the City. The intention in adopting this policy is to concentrate development where services are available or could be feasibly extended to in the future. By adopting this policy, the City and County will reserve future options for expansion of urban development into these areas without creating a potential conflict of uses.

Policy: It is the policy of the City and County of Madera to prohibit urban development within this area.

- B. Area B: This area is located north of Avenue 17.

Policy: It is the policy of the City and County of Madera to

Salutations/Signatures

APPENDIX "C"

INITIAL STUDY FOR ENVIRONMENTAL ASSESSMENT

COMPREHENSIVE GENERAL PLAN
FOR THE CITY OF MADERA, CALIFORNIA

Prepared for the City of Madera
by
Grunwald & Associates
City & Environmental Planning Consultants
350 Rivergate Way, Sacramento, CA 95831
(916) 429-6734

April 1, 1991

PROJECT DESCRIPTION

The project requiring environmental assessment is the proposed update and consolidation of elements of the Comprehensive General Plan of the City of Madera, California. The project covers all of the mandatory and one optional element of the General Plan, which will be described within a format of three so-called "super elements" as described by the State Office of Planning & Research and as shown in Table 1. The full General Plan document, including the Draft EIR, will be available for public comment in late spring of 1991.

The environmental checklist and discussion of environmental evaluation which follows concludes with a finding for a "focused" EIR. The area covered by the General Plan (the "planning area") is shown on Figure I-1 in Part I of the General Plan document. The planning area extends north to Avenue 17, south to Avenue 12, east to Road 29 and west to Road 23, encompassing an area of about 30 square miles or 19,200 acres. The geographical center of the planning area is located about one-half miles west of downtown along Sunset Avenue.

In reviewing this assessment, it is important to understand that the Plan will have secondary rather than primary effects on the environment in that Plan policy will induce future actions of urban development and change within the community rather than directly generate it. As a consequence, many of the questions contained in the checklist deserve "no" answers. Those questions which are answered with a "yes" or "maybe" reflect anticipated impacts when development may ultimately occur. The full extent of change to be depicted by the General Plan Diagram and described in the Plan text cannot be assumed as absolute. Some development may not occur even though encouraged by the Plan. The General Plan and EIR are being prepared as a single document which includes proposals of a proposed Municipal Airport Master Plan.

At this point in the plan-revision process, sketch plans prepared by the City's planning consultant envision population growth from about 28,500 at the beginning of 1990 to about 61,500 by the year 2010. More than 30% of the area proposed for residential expansion (in areas mostly to the north of Ellis Street to Avenue 17 north of the Fresno River, and east of Road 28 east and southeast of the Central Business District) is currently adversely affected by the lack of sewer system trunk line capacity.

The NOP process is intended to aid affected public agencies and interested parties in understanding and determining the character and extent of environmental evaluation that may be required. The final mix of land use and development policies and proposals will be the product of significant review and discussion through the summer of 1991.

TABLE 1

RELATIONSHIP OF MANDATORY, OPTIONAL AND CONSOLIDATED
ELEMENTS OF THE GENERAL PLAN

<u>Separate Mandatory Elements</u>	<u>Optional Elements</u>	<u>Consolidated Elements</u>
Land Use		Community Development
Circulation		(included)
Housing		(included)
Conservation		Resource Management
Open Space		(included)
	 Recreation	(included)
Noise		Hazard Managment
Safety		(included)

III. DISCUSSION OF ENVIRONMENTAL EVALUATION

This evaluation follows the sequence of questions in the preceding Environmental Checklist Form.

1. Earth:

Impervious surfaces that result from new urban development will have the effect of compacting and overcovering of the soil mantle. **A significant effect will not occur** because of City policies that require positive on-site or off-site drainage as development occurs. Because of project area distance from known earth quake faults in the Sierra Nevada mountains to the east and the Coast Range on the west, **no significant effect will occur** in the event of a serious earthquake of a magnitude 7.0 (Richter) or greater except to any unreinforced masonry structures that remain in the community.

2. Air:

The extent of air emissions anticipated for full development under the General Plan will be substantial as the result of significant increases in population, commerce, industry and vehicle traffic which will add cumulatively to an already major problem of air quality within the San Joaquin Valley Air Basin. **A significant effect will occur** and should be addressed in the General Plan EIR.

3. Water:

High quality groundwater is available for municipal use. Areas of past well contamination have been sealed off and no longer justify concern for the long-term quality of groundwater. **No significant effect will occur.** The elevations of developed and developing lands along the Fresno River are sufficiently above the 100 year flood plain that **no significant effect will occur.**

4. Plant Life &

5. Animal Life.

There will be an increase in the quantity and amount of trees, shrubs, lawn and other ornamental plants associated with the urban landscape. **No significant effect will occur**, because the effect will be to enhance the visual quality of the community. Several thousand acres of productive agricultural acreage will require conversion to urbanization. **Significant and irreversible effects will occur** because virtually all of the land meets the criteria of "prime land" under the Farmland Mapping and Monitoring Program being conducted by the State Department of Conservation. This should be discussed in the General Plan EIR.

Significant habitat for fish and wildlife along the Fresno River and on agricultural acreage surrounding the community has long been removed due to urban expansion and farming operations. There are no rare, endangered or threatened species of plants and animals known to exist within the planning area. **No significant effect will occur.**

There will be an increase in the number of domestic pets, and a decrease in habitat for small mammals associated with agricultural lands. **No significant effect is likely to occur** because of the great amount of agricultural acreage remaining within the area and the region, and because the habitat of birds native to the area will increase through additional acreage in ornamental landscaping. For many common species of birds, the City will become a sanctuary.

6. Noise.

Depending on the proposed land use pattern in relation to freeways, the municipal airport, major arterials and commercial generators of noise, **significant effects may occur** that should be addressed in the project EIR.

7. Light and Glare.

Light and glare will increase primarily from the installation of lighting necessary for large-scale commercial and recreation uses. **Significant effects of such intensive lighting will not occur**, including effects on the night sky and the visual character of nearby residential neighborhoods. Secondly, light and glare will occur from the installation of new street lights, from additional vehicle traffic at night, and from new smaller business and residential use. **No significant effect will occur** because the levels of light from residential areas will be similar to that currently experienced, and because of City policies which require the hooding of non-residential lighting to prevent off-site glare.

8. Land Use.

Significant effects can be expected from various options in land use patterns. Care is required in the selection of those patterns which will best mitigate the potential for adverse impacts as discussed under other topics described in this Initial Study.

11. Population.

The proposal can be expected to alter the location, distribution, density and growth rate of the human population of the greater Madera area. **Significant effects may occur** in relation to other topics described in this report, and should be discussed in the project EIR.

12. Housing.

Based on the assumption that current policies of the City's General Plan Housing Element will be continued, **no significant effect will occur.**

13. Transportation.

Major significant effects are expected as the result of traffic generated by the full range of residential, commercial, industrial, semi-public and public areas and facilities which will comprise the expanded city of Madera. These effects may include substantial impacts on existing and proposed freeway interchanges. Mitigation must be sought which will assure the achievement of long-term goals of managing highway and arterial street traffic and improving air quality.

14. Public Services.

There is a potential for significant effects on all public services now provided by the City and local special districts.

15. Energy:

Urbanization under the Project is not expected to result in the use of substantial amounts of natural gas and electrical energy. **No significant effects will occur.**

16. Utilities.

Significant effects could occur with respect to each of the major utility systems to be operated by the City of Madera to serve the expanded urban pattern, including waste water management, domestic water supply and surface water drainage.

17. Human Health.

Proposals for industrial development are not expected to generate significant effects on human health because policies of the City discourage industries having hazardous operations or which would generate hazardous wastes.

18. Aesthetics.

Significant effects will not occur through the loss of either near-view or far-view scenic vistas now open to freeway travelers. Aesthetic qualities of the community are expected to improve through policies on redevelopment and open space.

19. Recreation.

(see Items 14. and 18., above)

20. Cultural Resources.

There are not any known archaeological or cultural resources within the community. No significant effect will occur.

21. Mandatory Findings of Significance.

- a. The project does not have the potential to reduce the habitat of wildlife species, threaten an animal community and restrict the range of an endangered avian species.
- b. The project does have the potential to achieve short-term, to the disadvantage of long-term, environmental goals.
- c. The project will have impacts which are individually limited but cumulatively considerable.
- d. The project could have adverse effects on human beings, depending on land use policies in the vicinity of the municipal airport.

APPENDIX "D"

FINAL EIR RESPONSE TO COMMENTS

ORGANIZATION OF COMMENTS AND RESPONSES

Letters of comment received by the City of Madera on the Draft EIR are responded to in Appendix "D" in the order listed below. Each letter is numbered in the lower right-hand corner of the first page of comment. Each letter of comment requiring a response is followed by the response. In some cases, the response refers the reader to one or more pages of the General Plan text or text of the EIR that have been modified in order to properly reflect the comment received.

Where similar comments have been submitted by different parties, reference is made to the initial response to avoid redundancy. Generally, comments on the General Plan text are responded to only where such comment is relevant to environmental concerns that are consistent with the purposes of the EIR. Changes to the text of the General Plan which do not relate to the purposes of the EIR will be reviewed with the Planning Commission and City Council by City staff, after certification of the EIR and prior to Council action approving the project (i.e., prior to Council adoption of the General Plan).

ORDER OF COMMENT AND RESPONSE

Public Agencies and/or their Representatives

1. Governor's Office of Planning and Research [no comment required]
2. Department of Transportation, Division of Aeronautics
3. Madera Airport Advisory Commission
4. Hodges & Shutt, Airport Consultants to the City of Madera
5. California Department of Conservation
6. California Department of Food and Agriculture
7. California Department of Transportation
8. Madera County Transportation Commission
9. Madera Unified School District
10. Pacific Gas & Electric Company

Private Organizations and Individuals

11. Garold D. Giersch, for the Walter S. Kirby property
12. David L. Berry, for Berry/Wyle Partnership
13. Anton Beban
14. Raymond & Jennie Choye
15. Mitchell Rigby, for the Cloud property
16. Mitchell Rigby, for the Massetti family

GOVERNOR'S OFFICE OF PLANNING AND RESEARCH

1400 TENTH STREET
SACRAMENTO, CA 95814



Sep 13, 1991

LEONA FRANKE JAMES
CITY OF MADERA
205 W. FOURTH STREET
MADERA, CA 93637

RECEIVED
SEP 16 1991

CITY OF MADERA
PLANNING DEPARTMENT

Subject: MADERA GENERAL PLAN UPDATE
SCH # 91042043

Dear LEONA FRANKE JAMES:

The State Clearinghouse has submitted the above named draft Environmental Impact Report (EIR) to selected state agencies for review. The review period is now closed and the comments from the responding agency(ies) is(are) enclosed. On the enclosed Notice of Completion form you will note that the Clearinghouse has checked the agencies that have commented. Please review the Notice of Completion to ensure that your comment package is complete. If the comment package is not in order, please notify the State Clearinghouse immediately. Remember to refer to the project's eight-digit State Clearinghouse number so that we may respond promptly.

Please note that Section 21104 of the California Public Resources Code required that:

"a responsible agency or other public agency shall only make substantive comments regarding those activities involved in a project which are within an area of expertise of the agency or which are required to be carried out or approved by the agency."

Commenting agencies are also required by this section to support their comments with specific documentation. These comments are forwarded for your use in preparing your final EIR. Should you need more information or clarification, we recommend that you contact the commenting agency(ies).

This letter acknowledges that you have complied with the State Clearinghouse review requirements for draft environmental documents, pursuant to the California Environmental Quality Act. Please contact Russell Colliau at (916) 445-0613 if you have any questions regarding the environmental review process.

Sincerely,

A handwritten signature in dark ink, appearing to read 'David C. Nunenkamp'.

David C. Nunenkamp
Deputy Director, Permit Assistance

Enclosures

cc: Resources Agency

COMMENT LETTER #1

Notice of Completion

Appendix F

State Clearinghouse, 1400 Tenth Street, Sacramento, CA 95814 916/445-0613

SCH # 91042043

Project Title: MADERA GENERAL PLAN UPDATE

Lead Agency: CITY OF MADERA

Contact Person: LEONA JAMES

Street Address: 205 W. FOURTH ST.

Phone: 209-674-8802-232

City: MADERA

Zip: 93637

County: MADERA

Project Location

County: MADERA

City/Nearest Community: MADERA

Cross Streets: AVE 17, RD 29, AVE 12, RD 23

Total Acres: 19,200

Assessor's Parcel No.: BOOKS 3-13

Section: 7, 16, 21-28

Range: 17E Base: MOB&M

Within 2 Miles: State Hwy #: 99

Waterways: FRESNO RIVER

Airports: MADERA

Railways: SOUTHERN PACIFIC Schools: MADERA UNIFIED

Document Type

CEQA:

☐ NOP

☐ Early Cons

☐ Neg Dec

☒ Draft EIR

☐ Supplement/Subsequent

☐ EIR (Prior SCH No.)

☐ Other

NEPA:

☐ NOI

☐ EA

☐ Draft EIS

☐ FONSI

Other:

☐ Joint Document

☐ Final Document

☐ Other

Local Action Type

☒ General Plan Update

☐ General Plan Amendment

☐ General Plan Element

☐ Community Plan

☐ Specific Plan

☐ Master Plan

☐ Planned Unit Development

☐ Site Plan

☐ Rezone

☐ Prezone

☐ Use Permit

☐ Land Division (Subdivision, Parcel Map, Tract Map, etc.)

☐ Annexation

☐ Redevelopment

☐ Coastal Permit

☐ Other

Development Type

☐ Residential: Units

Acres

☐ Office: Sq. ft.

Acres

Employees

☐ Commercial: Sq. ft.

Acres

Employees

☐ Industrial: Sq. ft.

Acres

Employees

☐ Educational

☐ Recreational

☐ Water Facilities: Type

MGD

☐ Transportation: Type

☐ Mining: Mineral

☐ Power: Type

Watts

☐ Waste Treatment: Type

☐ Hazardous Waste: Type

☐ Other

Project Issues Discussed in Document

☐ Aesthetic/Visual

☒ Agricultural Land

☒ Air Quality

☒ Archeological/Historical

☐ Coastal Zone

☒ Drainage/Absorption

☐ Economic/Jobs

☐ Fiscal

☒ Flood Plain/Flooding

☐ Forest Land/Fire Hazard

☐ Geologic/Seismic

☐ Minerals

☒ Noise

☒ Population/Housing Balance

☒ Public Services/Facilities

☒ Recreation/Parks

☒ Schools/Universities

☐ Septic Systems

☒ Sewer Capacity

☒ Soil Erosion/Compaction/Grading

☒ Solid Waste

☐ Toxic/Hazardous

☒ Traffic/Circulation

☒ Vegetation

☒ Water Quality

☒ Water Supply/Groundwater

☐ Wetland/Riparian

☒ Wildlife

☒ Growth Inducing

☒ Landuse

☒ Cumulative Effects

☐ Other

Present Land Use/Zoning/General Plan Use

Project Description

(SEE ATTACHED)

LEARNINGHOUSE CONTACT: Russ Colliau
(916) 445-0613

DATE REVIEW BEGAN: 7-30-91

EPT REV TO AGENCY: 9-6

AGENCY REV TO SCH: 9-11

CH COMPLIANCE: 9-13

PLEASE RETURN NOC WITH ALL COMMENTS

MD/APCD: 15 (Resources: 8,3)

Madera

CMT SNT

Resources

Conservation

Fish & Game GRANTS

DWR

Bus Transp House

Aeronautics

Caltrans 16

CMT SNT

Reg. WQCB 15 Fresno

State Lands Comm

S* - sent by lead / ** - sent by SCH

RESPONSE TO COMMENT LETTER NO. 1

No response is required.

DEPARTMENT OF TRANSPORTATION

DIVISION OF AERONAUTICS

1130 K STREET - 4th FLOOR

MAIL: P.O. BOX 942873

SACRAMENTO, CA 94273-0001

(916) 322-3090

TDD (916) 445-5945



September 19, 1991

Ms. Leona James
City of Madera
205 W. Fourth Street
Madera, CA 93637

Dear Ms. James:

The City of Madera's DEIR for the Madera General Plan Update: SCH #91042043

The California Department of Transportation, Division of Aeronautics, has reviewed the above-referenced document with respect to the Division's expertise in the areas of airport-related noise and safety impacts as required by CEQA. The following comments are offered for your consideration.

Included in the General Plan Update EIR is an impact analysis for the draft Madera Municipal Airport Master Plan. Reference is made in the EIR that the draft Airport Master Plan might be "overly strict with respect to questions of land use compatibility with existing and projected aircraft operations." We disagree with this view. The Division has also reviewed the draft Madera Municipal Airport Master Plan and found in addition to being comprehensive, it provides excellent recommendations concerning land use compatibility within the airport environs. We have, in fact, recommended that other agencies review the draft document during their preparation of airport master plans and airport land use plans.

We have also noted some inaccuracies in the EIR which are listed as follows:

- o Page IV-A-6, the Population Density: Persons per Net Acre column for the medium- and high-density category appears to be incorrect. We believe that the medium-density category should read 25.6 - 48 and the high-density category should read 51.2 - 80 persons per net acre.
- o Page VIII-A/C-13, Impact 3. states that the Instrument Landing System (ILS) "will require lower altitude approaches over the developed central part of the City, with several thousand instrument training flights introducing a degree of greater risk to life and property." We believe that this is an incorrect statement and we recommend that it be deleted. An ILS approach, aligned with the extended runway centerline, will impact less developed area than is currently impacted by the existing VOR (Very High Frequency Omnidirectional Range Station) approach because the aircraft are required to fly a specific glidepath during an ILS approach. A VOR approach does not have a specific glidepath required and aircraft often fly at lower

altitudes earlier in the approach. Additionally, the statement does not identify over what time period this estimated number of training operations would occur.

- o Also on page VIII-A/C-13, the report states that "frequent power-on landing activity will be irritating..." Actually, all approaches whether Instrument Flight Rule (IFR) or Visual Flight Rule (VFR) are conducted with low power settings. We recommend that this statement be deleted. D.
- o We recommend that Mitigation Measure 2. at the top of page VIII-A/C-14 be deleted. This statement implies that the threshold for Runway 30 will be displaced if the runway is extended. Displacing the threshold for Runway 30 would negate the benefit associated with extending the runway because aircraft cannot use the runway for landing prior to the displaced threshold. E.
- o Figure VIII-1 on page VIII-D-8 is not at scale and should be deleted. The traffic pattern diagram does not conform to the Federal Aviation Administration (FAA) traffic pattern dimensions. We recommend that the traffic pattern dimensions reflected in the FAA, Advisory Circular 150/5070-6A entitled "Airport Master Plans," Figure 6-1 for Category A and/or B aircraft be used instead. F.
- o Page VIII-D-9 states that under an ILS approach, "the altitude of approaching aircraft over the city is lower than would otherwise occur under visual flight rules..." Actually, the glideslope used on an ILS approach in IFR conditions is typically 3 degrees as is the VASI (Visual Approach Slope Indicator) used by pilots in VFR conditions. Therefore, there should be no difference in altitude along the extended runway centerline. The phrase "heart of the urban area" is not specific and should be explained or deleted. G.
- o Paragraph one on page VIII-D-10 is incorrect except for the fact that an ILS will produce a longer final approach course. Power requirements are the same (low) for IFR or VFR approaches. H.

We emphasize the importance of implementing land use guidelines which provide for compatible land uses within the airport environs. Many communities have not had the foresight to implement land use restrictions in the vicinity of their airports. The results have ranged from aircraft accidents occurring in populated areas within the airport environs to restrictions on airport operations or possibly airport closure.

Two recent examples are Meadowlark Airport in Orange County and Phoenix Field in Sacramento County which closed due to encroachment by incompatible land I.

Ms. Leona James
September 19, 1991
Page 3

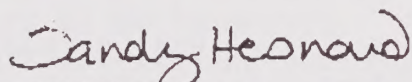
uses. Petaluma Municipal Airport in Sonoma County, Coalinga Airport in Fresno County and the Rio Vista Municipal Airport in Solano County have been, or are in the process of being relocated, due to incompatible land uses.

Reid-Hillview in Santa Clara County is an excellent example of the effects of poor land use planning in the airport environs. Reid-Hillview is an active general aviation airport with over 500 based aircraft. It is an important asset to the community and to the California airport system, as is Madera Municipal Airport. Residential and other incompatible uses were developed around Reid-Hillview with little or no apparent regard for future consequences. The airport is now completely enveloped by residential and commercial uses which have severely impacted airport operations. Reid-Hillview is continuously under fire from local residents concerned about perceived noise and safety problems. The longevity of this airport is questionable.

These are a few of the many examples of airports that are facing a great many obstacles due to the allowance of incompatible land uses within the airport environs. The land use guidelines in the draft Madera Municipal Airport Master Plan were produced through the coordinated efforts and careful consideration of the various organizations and agencies affected. It is our position that the airport master plan and land use plan will be a necessary tool to plan for future compatible uses in the vicinity of the Madera Municipal Airport.

We appreciate the opportunity to review and comment on this proposal. We also thank you for granting us an extension of September 20, 1991 for submitting our comments.

Sincerely,



SANDY HESNARD
Environmental Planner

cc: Madera Municipal Airport
Madera County Airport Land Use Commission
Mr. Dan Whistler, Madera Airport Commissioner
State Clearinghouse, Russ Colliau

RESPONSE TO COMMENT LETTER NO. 2

- A. Reference to Recommendations of the Airport Master Plan with Respect to Land Use Compatibility: The Division of Aeronautics takes exception to the statement on page VIII-A/C-13 of the EIR that the Airport Master Plan may be overly strict with respect to questions of land use compatibility. This objection is noted. It is also noted, however, that the the statement referred to was made in the following context: "The alternative land use proposals have been submitted by developers to the City on the premise that Airport Master Plan recommendations are overly strict with respect to questions of land use compatibility with existing and projected aircraft operations."
- B. Population Density: The Division questions the accuracy of the Medium and High Density population standards on page IV-A-6. The Division's conclusions are in error because they assume the same factor of household size was applied for all density categories. The factor used for Medium Density and High Density is lower than the factor of 3.3 used for Very Low and Low Density.
- C. Instrument Landing System: The need for correction is noted and accepted. A correction has been made on page VIII-A/C- 13 and in the discussion of the Instrument Landing System proposal on pp. VIII-D-7 through VIII-D-11.
- D. References to Power-On-Landing: The statement on page VIII-A/C-13 has been edited to reflect concern only with the frequency of landing activity.
- E. Displacement of Runway Threshold: The former Mitigation Measure No. 2 on page VIII-A/C-14 has been deleted as requested. The Division is correct in stating that runway extension does not change the point of threshold for landing. The election of any pilot to land farther down the runway does not change the point of threshold.
- F. Traffic Pattern Diagram: The Diagram shown on Figure VIII-1 [page VIII-D-8] has been replaced with a more accurate depiction of the traffic pattern in relation to roads in the vicinity.
- G. Altitude of ILS Approach: The correction is noted under paragraph C, above. The relationship of the glideslope under IFR and VFR conditions has been added to the text.
- H. Power Requirements under ILS and VFR Conditions: A correction has been made on page VIII-D-10, first paragraph, as requested.
- I. Concluding Paragraphs Pertaining to Examples of Effects of Incompatible Land use at other Airports in California: The examples have been added at the top of page VIII-D-15.

TO: LEONA JAMES, Director of Community Development

FROM: DAN WHISTLER, Chairman; Airport Advisory Commission

DATE: SEPTEMBER 5, 1991

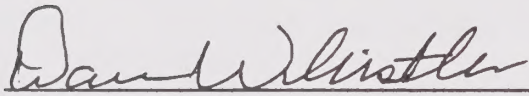
SUBJECT: AIRPORT ADVISORY COMMISSION RESPONSE TO THE
DRAFT GENERAL PLAN AND ENVIRONMENTAL IMPACT REPORT

On August 22, 1991, the Airport Advisory Commission met to review the Draft General Plan and Environmental Impact Report. The attached minutes of the meeting reflect the comments and recommendations of the Commissioners.

It is requested that the concerns raised by the Commission be thoroughly addressed in the final General Plan and Environmental Impact Report.

The Airport Advisory Commissioners would welcome the opportunity to meet with you, the Planning Commission and City Council for further discussion relevant to the Airport and land use in the adjoining environs.

Thank you for the opportunity to comment on the Draft General Plan and Environmental Impact Report.



DAN WHISTLER, Chairman; Airport Advisory Commission

cc: City Council
Nicholas A. Pavlovich, City Manager
Airport Advisory Commissioners

RECEIVED
SEP 13 1991
CITY OF MADERA
PLANNING DEPARTMENT

AIRPORT ADVISORY COMMISSION

MINUTES OF MEETING

AUGUST 22, 1991

Members: Dan Whistler, Chairman
Donald C. Horal, Vice Chairman
William J. Venturi, Commissioner
H. B. (Bud) Smith, Commissioner
Leonard E. Chavin, Commissioner

Others: David L. Chumley, Director of Public Works
Bill Welton, Madera County Taxpayers Association

Chairman, Dan Whistler opened the meeting with a statement that the only agenda item was review and comment on the Draft Comprehensive General Plan and Environmental Impact Report for the City of Madera. A page by page review of the document commenced with the following comments recorded:

II-5 PARAGRAPH TWO

The 146 instrument approaches documented in 1987 may be a low count. This figure may not include practice approaches. It is recommended that the consultant contact the FAA Fresno Approach Control to determine if they log practice instrument approaches to the Madera Municipal Airport. A.

IV-A-16 PARAGRAPH FIVE

In the next to the last line, the word "final" should be initial; "...the initial stages of take off". The last line should read "...rules or Visual Flight Rules typically will be...". B.

IV-A-18 PARAGRAPH ONE

The comment relevant to the future parallel runway track is incorrectly stated. The air traffic flow would normally be split into left and right flight patterns rather than adding a parallel one to the west. This is the predominant pattern at most airports with parallel runways. C.

IV-B-18

The Airport Advisory Commission disagrees with the statement that small package cargo operations are not likely to occur. Since the 1990 Airport Master Plan was prepared, there has been some contact from package cargo operations regarding possible use of the Madera Municipal Airport. D.

IV-B-19 #3

The runway extension and Instrument Landing System (ILS) are two separate issues. The option for a 1,000 foot runway extension should be preserved E.

regardless of the future installation of an ILS. Further, the option for an ILS should also be retained.

IV-B-19 #7

This sentence should read, "Runway 7-25 should be reduced in size from 3,980 feet X 150 feet to 3,200 feet X 60 feet".

IV-B-19 NOTE

The note is incomplete. The entire paragraph from page four of Chapter Two of the Airport Master Plan should be included. It contains information pertaining to corporate aircraft usage of the ILS which should be mentioned in the note.

VIII-AC-13 #3

This is an incorrect statement. An ILS will not require lower altitude approaches over the developed central portion of the City. Further, an ILS approach is considered by FAA and instrument-rated pilots to be more accurate than the present VOR approach. An ILS will not substantially increase overflights of the city nor increase risk to life or property. The statement regarding several thousand instrument training flights is vague. Over what period of time? What is the source for the "several thousand" comment?

VIII-AC-13 NEXT TO LAST PARAGRAPH

The power-on landing activity statement should read "reduced power landing activity". This paragraph could be misleading.

VIII-AC-14 #2

The Airport Master Plan does not recommend displacing the Runway 30 threshold as a result of extending the runway 1,000 feet to the northwest. It does recommend a 1,000 foot extension to Runway 12/30 while maintaining the current Runway 30 threshold.

VIII-D-7 PARAGRAPH TWO

The Madera Municipal Airport is a General Utility Stage-II facility. The last sentence is incomplete?

VIII-D-7 PARAGRAPH THREE

The ILS would provide a safer, more accurate approach and thus a greater safety margin. It would increase utilization of the airport during inclement weather by existing pilots. This paragraph should conclude "...powerful corporate aircraft".

VIII-D-7 PARAGRAPH FOUR

The word hazardous used here is incompatible with earlier statements in the draft; i.e. non-beneficial. An ILS approach is safer than a VOR. The Commission recommends the use of the terms beneficial and non-beneficial as most accurately stating the relationship between the different types of approaches.

VIII-D-7 PARAGRAPH SIX

The last sentence should read, "...when commercial, package and increased corporate service may become feasible".

VIII-D-7 PARAGRAPH SEVEN

The Howard Avenue location is incorrect. The statement should read Avenue 13 near Highway 99.

VIII-D-8 FIGURE VIII-1

This figure is inaccurate. The flight pattern and road system scales do not correspond and thus are misleading. The existing traffic pattern extends substantially off airport property beyond Avenue 17, Road 23 and Cleveland Avenue.

VIII-D-9 PARAGRAPH ONE

The last sentence beginning "Under an ILS approach..." is incorrectly stated and should be eliminated.

VIII-D-9 PARAGRAPH TWO

The "several thousand ILS approaches" statement is not in the Twenty-Year Airport Master Plan forecast. The number of overflights which may occur as a result of an ILS has not been qualified. Several thousand is probably a gross over-statement.

VIII-D-9 FOOTNOTE FOUR

Add the following for clarification, "The training procedure takes place with a qualified safety pilot or instructor in the cockpit".

VIII-D-10 PARAGRAPH ONE

The term "power on" in the first sentence is incorrect; it should read "reduced power". The Airport Advisory Commission disagrees that this is a Potentially Significant concern. Approaches of this type are already taking place at the Madera Municipal Airport and they are not even noticed by the residents. United Express turbo-prop aircraft have conducted training approaches at the Madera Municipal Airport for several years.

VIII-D-11 PARAGRAPH ENTITLED "IMPACTS"

State II should read "Stage II". The fifth line should read "...turbojets have been identified...". The last sentence is incorrect; it should read "...a greater number of larger aircraft". Note: Larger aircraft are not necessarily noisier.

VIII-D-11 PARAGRAPH ENTITLED "MITIGATION MEASURES"

Displacing the runway threshold for landing is not recommended in the Airport Master Plan, nor by the Airport Advisory Commission. This entire paragraph should be eliminated. Loss of 1,000 feet of runway would have a very detrimental effect upon the airport. It would likely eliminate future FAA funding for such things as runway extensions, runway lighting upgrade, pavement overlays, etc.

VIII-D-13 PARAGRAPH FOUR

Existing single event crop duster operations should not be considered as "Less Than Significant". This type of aircraft is very noisy and routinely operates during early morning hours. Q.

VIII-E-9 PARAGRAPH FOUR

Figure VIII-4 does not accurately depict down wind, base and final legs of approaches to Runway 30. The rounded approaches shown do not depict the standard flight path used by most pilots. The observer who gathered this data was positioned at the intersection of Cleveland and Granada. From this one point of observation, it would be extremely difficult to judge distance, turns, etc. Accuracy of the information is suspect. R.

Commissioner Smith motioned that the above comments be forwarded to the Director of Community Development with the request that each item be thoroughly addressed in the Final Comprehensive General Plan and Environmental Impact Report. The motion was seconded by Commissioner Venturi.

VOTE: 5 Yes
0 No
0 Abstained

Minutes submitted by:

David L. Chumley

DAVID L. CHUMLEY, Director of Public Works

cc: City Council
Nicholas A. Pavlovich, City Manager
Airport Advisory Commissioners
James E. Swalley, Airport Supervisor

RESPONSE TO COMMENT LETTER NO. 3

- A. Number of Instrument Approaches, II-5: Language has been added for clarification.
- B. Parallel Runway, IV-A-16: Corrections are noted and accepted, and changes to the text have been made which now appear on p. IV-A-17.
- C. Parallel Runway, IV-A-18: Correction to text has been made - now on p. IV-A-17.
- D. Package Cargo Operations: Statement noted and accepted. Statement on IV-B-18 that "development of a small-package cargo operation is not likely to occur" is a conclusion of the Master Plan report.
- E. Runway Extension in Relation to ILS, IV-B-19, #3: Distinction is noted and accepted; 2nd sentence under #3 has been reworded; language pertaining to maintaining the option ~~for an~~ ILS has been added, p. IV-B-18.
- F. Correction, IV-B-19, #7 and Note: Language accidentally omitted from #7 has been inserted; language from Master Plan has been included in the Note, p. IV-B-18.
- G. Altitude of ILS Approach, VIII-A/C-13: See Response to Comment Letter No. 2, paragraph G.
- H. Power on Landing, VIII-A/C-13: Correction noted and accepted; see Letter No.2, para.D.
- I. Threshold Displacement, VIII-A/C-14: See Letter No. 2, para. E.
- J. Correction, VIII-D-7: Correction noted and accepted; language added.
- K. Value of ILS, VIII-D-7: Language added to third, fourth, sixth and seventh paragraphs.
- L. Traffic Pattern Diagram, VIII-D-8: See Letter No. 2, para. F, p.VIII-D-9.
- M. Correction and Clarification, IV-D-9: Corrections (paragraphs 1 & 2, & Footnote #4) made.
- N. Power on Landings, IV-D-10: See Letter No. 2, para. H.
- O. Corrections re Impacts, VIII-D-11: Corrections made as requested.
- P. Threshold Displacement, VIII-D-11: See Letter No.2, para. E.
- Q. Crop Dusting Significance, VIII-D-13: Clarifying language has been added to fourth paragraph.
- R. Aircraft Paths, Figure VIII-4: Language has been added to clarify questioned value of Figure VIII-4.



September 5, 1991

Ms. Leona Franke James
Community Development Director
City of Madera
205 West Fourth Street
Madera, California 93637

RECEIVED
SEP 10 1991

CITY OF MADERA
PLANNING DEPARTMENT

SUBJECT: Draft EIR
Madera General Plan

Principals:

David E. Hodges
Michael A. Shutt
Lee B. Moen

Dear Ms. James:

As preparers of the Draft *Madera Municipal Airport Master Plan*, we would like to comment on the Draft EIR developed to support the revised General Plan. In addition to several errors of fact (mentioned below), the tone of this section greatly exaggerates both the benefits and negative aspects of the proposed instrument landing system and runway extension at Madera Municipal Airport. The authors of the EIR used highly emotive language (e.g., "potentially hazardous") without substantiating any of the conclusions. Given the controversy associated with the *Airport Master Plan*, we find the use of this language to be highly unprofessional. We urge the City to require the EIR preparers to either document the various assertions or rewrite the entire section.

Providing an Instrument Landing System VIII-D-7 et sec.

- The FAA and the aviation industry generally regard a precision approach as the safest type of instrument approach because it is less complex to execute. However, we are unaware of any accident data which would substantiate the EIR's claims that a nonprecision approach involves "substantially greater risk" or that an ILS would afford "much greater safety". These claims should be documented or removed.
- The EIR compares the patterns of use with an ILS with visual approaches. This is seriously misleading. The only legitimate comparison is between the proposed ILS and the existing VOR-based, nonprecision approach. As can be seen in the attached sketch, the existing nonprecision approach routes aircraft over more of the City than would the precision approach.
- The EIR alludes to "the potential hazards to the heart of the urban area posed by encouraging several thousand ILS approaches over the course of a year that now occur at other airports in the San Joaquin Valley already equipped with an ILS." The language is inflammatory and unsupported by fact. The reality is that most accidents which occur during landings are clustered close to the Airport; most will occur within one-half mile of the runway end (within the runway protection zone). The City already owns most of the land within one-half mile of the runway end. The balance of the land within one mile of the end of Runway 30 is largely undeveloped. The City has the ability to assure that the pattern of development provides a generous margin of safety.

Services to the
aviation industry:

- Planning
- Engineering
- Management

- "Pilots would be served far better by airports where a straight-in approach occurs over unpopulated and undeveloped acreage." The congestion at Fresno Air Terminal and Visalia Municipal Airport has raised concerns for pilot safety with the FAA's Fresno Flight Standards District Office and Fresno Approach Control. These agencies have the responsibility — as well as the expertise — for assuring flight safety for instrument operations in the Madera area. They have both concluded that an ILS at Madera Municipal Airport would increase pilot safety.
- The EIR states that "establishing an ILS for instrument operations would ... prolong the noise generated by aircraft over the City from the southeast as compared to VFR operations." As noted earlier, the most valid comparison is between the current nonprecision approach and the proposed precision approach. As the attached sketch shows, a precision approach would shift the arrival path to an area with fewer residents. Additionally, a precision approach is often recommended as a noise mitigation measure in master plans and FAR Part 150 Noise Compatibility Plans. Unlike a nonprecision approach, a precision approach requires little change in throttle setting during the descent. The existing non-precision approach requires two reductions and two increases in throttle setting during the descent. Experience has shown that cycling from high to low and low to high throttle settings is more disturbing to residents under the flight path than a constant power setting.
- The EIR preparers assert that aircraft making visual approaches have the engine at an idle and are gliding into a landing. This is true only of the smallest single-engine aircraft. It is not true for higher-performance single-engine and twin-engine aircraft.

Lengthening the Main Runway VIII-D-11

- The EIR preparers equate "large" aircraft with "noisy" aircraft. This is demonstrably untrue. At Madera Municipal Airport, "larger" aircraft will usually mean turboprop or third-generation turbojets. Many of these aircraft are quieter than most of the twin-engine and some of the single-engine piston aircraft which use the Airport.

Aircraft Noise VIII-D-13

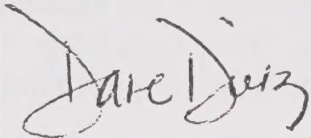
- The EIR preparers conclude that single-event noise from crop-dusting aircraft is less than significant in the area in the southwest corner of the Airport. These aircraft begin flights as early as 5 a.m. and can produce noise levels over 100 dBA at ground level. The assertion that these effects are "less than significant" appears to be insupportable.



Ms. Leona Franke James
September 5, 1991
Page 3

We thank you for the opportunity to comment. We would be pleased to elaborate on our comments if the City wishes.

Sincerely,



David P. Dietz, A.I.C.P.
Director of Planning Projects

DPD/rs

Attachment

cc: C. Ryan, Caltrans
J. Pfeifer, FAA San Francisco ADO
D. Chumley, Public Works



ARRIVING VFR AIRCRAFT SHOULD
CONTACT APPROACH CONTROL
WITHIN 20 NM ON 124.8 379.8

YOSEMITE HIDDEN
LAKE RANCH (Pvt)

500 - 37

DAULTON (Pvt)
425 - 17 122.8

ARRIVING VFR AIRCRAFT
CONTACT APPROACH CO
WITHIN 20 NM ON 119.6

LA

22.9 G 404
stack

Fairmead
(Pvt)
SALLABERRY
263 - 21

Berkeley

MADERA
253 L 45 122.8 G

Madera

school

winery

587
(314)

HAWS (Pvt)
192 - 26

EL PECC RANCH
213 - 30

school

church

243

BLEAR

V 230-585

NDOTA
27 122.9 G

16

Nonprecision (VOR)
Precision (ILS)

ELVIS

9 Ch 76 GZG

FRESNO

FRESNO

Herndon

Biola

FRESNO-CHANDLER
DOWNTOWN
278 L 32 123.0 G

FRESNO

Kerman

DUBOIS RANCH (Pvt)
195 - 26

873
(660)

BLAND
222 - 18

BS
KMJ
580

CHANDLER
344 FCH

20

623
(325)

44
25

anquillity

418
(253)

elevator

San Joaquin

Raisin City

Easton

RESPONSE TO COMMENT LETTER NO. 4

- A. Instrument Landing System, pp VIII-D-7, et seq. See Letter No. 2, para. C.
- B. Lengthening Main Runway, VIII-D-11: Language added to clarify relationship of noisy v. large aircraft.
- C. Cropduster Noise, VIII-D-13: See Letter No. 3, para. Q.

Memorandum

RECEIVED
SEP 13 1991To : Mr. Douglas P. Wheeler
Secretary for Resources

Date : September 5, 1991

Ms. Leona Franke James
City of Madera
205 West Fourth Street
Madera, CA 93637CITY OF MADERA
PLANNING DEPARTMENTSubject: Draft Environmental
Impact Report (DEIR)
for Madera General
Plan (GP) Update
SCH# 91042043

From : Department of Conservation—Office of the Director

The Department of Conservation responded to the Notice of Preparation for this project in its letter of 5/9/91. This letter addresses specific concerns with the GP Update/DEIR.

The project is a GP update reflecting consolidation of existing policies, new policies and standards. Supporting material is found in several documents, not reviewed by the Department, which constitute a technical supplement to the GP. The DEIR notes that implementation of the project will result in loss of 5,500-6,000 acres of prime agricultural land, which is an unavoidable and significant impact and an irreversible loss. The DEIR also notes that none of the agricultural lands to be converted are under Williamson Act contract.

The Department recommends that the GP Update/Final Environmental Impact Report (FEIR) include the following information to provide an adequate discussion of the project's impacts. (If the information is already discussed in the technical supplement documents then the FEIR should provide a brief summary or description of the incorporated information and the state clearinghouse numbers for the documents.)

Agricultural Character of the Project and Surrounding Area

- Types and relative yields of crops grown in the affected areas, or in areas of similar soils under good agricultural management.
- A figure showing the Madera study area portion of the Department's 1988 Madera County Important Farmland Map would be a helpful supplement to the FEIR's discussion of prime agricultural lands.

Williamson Act Contract Issues

- A map which identifies the location of agricultural preserves in the project area, the number of acres and type of land in each preserve (i.e., prime/non-prime).
- The location of Williamson Act contracts on lands within and adjacent to the planning area.

This information would be helpful since the GP Update/DEIR notes that the probable limits of the Urban Area Boundary will avoid lands under Williamson Act contract.

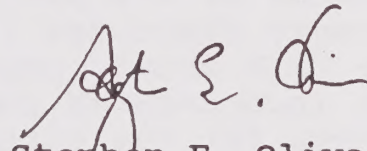
Mr. Douglas P. Wheeler and
Ms. Leona Franke James
Page Two

Policies for Open Space for Managed Resource Production

Some of the City's policies for this open space classification should be incorporated as mitigation measures for agricultural land conversion.

- Designation of residential, commercial and industrial "reserves" to be withheld from urban development until after year 2000.
- Development under a phasing program that would retain agricultural use of lands as long as possible.
- Exclusive agricultural zoning outside the Urban Development Boundary (UDB) and continued exclusive agricultural zoning in accordance with phase-in inside the UDB.
- Protection of agricultural lands from premature conversion by not permitting extension of sewer and water lines to agricultural lands.

The Department appreciates the opportunity to comment on the DEIR. We hope that the above issues are given adequate consideration in the FEIR. If I can be of further assistance, please feel free to call me at (916) 322-5873.



Stephen E. Oliva
Environmental Program Coordinator

cc: Ken Trott
Office of Land Conservation

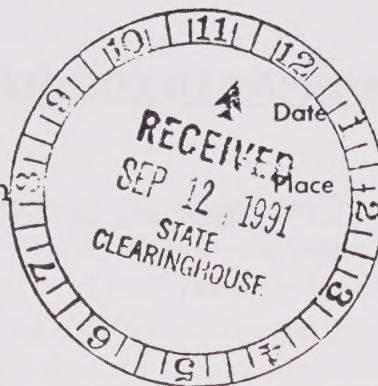
EK:SEO

RESPONSE TO COMMENT LETTER NO. 5

- A. Agricultural Character of the Project and Surrounding Area: The requested information on types and relative yields of crops grown in the affected areas is already provided on pp. VIII-D-1 and 2 of the Draft EIR. Relative yields have been calculated in terms of annual crop values. All of the land surrounding the community on the east, south and west is classified as prime land, and lands to the north (while not prime) involve a greatly scattered pattern of urbanization, vacant parcels and some agricultural use. Consequently, a map of prime lands would not be necessary.
- B. Williamson Act Contract Issues: There are no Williamson Act contract lands within the project area proposed for urbanization by the General Plan.
- C. Policies for Open Space for Managed Resource Production: When a General Plan document incorporates the General Plan EIR as part of the document, It is not necessary to incorporate policies of the General Plan as mitigation measures in the EIR. However, further reference has been made in the Draft EIR [page VIII-D-2] to policies on Open Space for Managed Resource Production in Part V of the General Plan document which serve as mitigation measures.

Memorandum

To : Russ Colliau
State Clearinghouse
Office of Planning and Research
1400 Tenth Street, Room 121
Sacramento, California 95814



September 10, 1991

Sacramento

From : Department of Food and Agriculture --1220 N Street, P.O. Box 942871
Sacramento, CA 95814-0001

Subject: SCH No. 91042043 -- City of Madera Comprehensive General Plan

The California Department of Food and Agriculture (CDFA) has reviewed the Draft Environmental Impact Report (DEIR) on the above referenced project. This project would involve the conversion of over 5,500 acres of prime agricultural land. The CDFA has the following comments and recommendations:

The primary concern the CDFA has with this General Plan is the conversion of prime land to urban use. We are also concerned that the DEIR lacks any policy to focus growth to the north where agricultural productivity is lower and that it lacks a policy for assuring that interim buffering measures are taken for individual projects to reduce agricultural-urban interface conflicts.

The CDFA recommends enactment of a Right to Farm Ordinance to protect existing agricultural operations from being considered a nuisance by incoming residents as residential developments expand into agricultural areas.

The CDFA would appreciate inclusion of maps showing current and proposed zoning.

The CDFA supports the right of local agencies to develop and implement land-use policy in its area of influence. However, the CDFA wants to assure that agricultural land is not prematurely and irreversibly lost due to development which is not accurately assessed for environmental impact.

Sincerely,

Shelley Mountjoy
Environmental Reviewer
Agricultural Resources Branch
(916) 322-5227

cc: Madera County Agricultural Commissioner
California Association of Resource Conservation Districts

RESPONSE TO COMMENT LETTER NO. 6

- A. Concern for Conversion of Agricultural Land: The Department's concern is noted and accepted. Such concern is also expressed in the General Plan (Part V) and in the Draft EIR (Part VIII). The General Plan does in fact indicate the importance of directing urban expansion to the north, away from prime ag lands, and suggests means to eliminate obstacles to further development in this area north to Avenue 17. Unfortunately, the area extending north to Avenue 17 is not large enough to contain the extent of urbanization required to adequately serve projected growth in population and economic activity.
- B. Recommendation for Enactment of a Right to Farm Ordinance: A mitigation measure has been added in the form of a policy for protecting ag lands on page V-3 of the General plan.
- C. Current and Proposed Zoning Maps: New zoning maps will not be prepared until after adoption of the updated General Plan. Since State Law requires that zoning be consistent with the General Plan, a map of the proposed new zoning (when it becomes available) becomes superfluous. These maps will be transmitted to the Department of Agriculture when they become available.
- D. Assurance Against the Premature Conversion of Agricultural Land. Such assurance already is provided by policies of the Resource Management Element, and related policies of the Community Development Element which require phased development of lands requiring conversion from agricultural use. [see pp. IV-A-9 and V-3 pertaining to "reserves"]

DEPARTMENT OF TRANSPORTATION

P.O. BOX 12616
1352 WEST OLIVE AVENUE
FRESNO, CA 93778-2616

TDD (209) 488-4066

September 12, 1991



2134 IGR/CEQA
6-MAD-General
DEIR-General Plan
SCH 91042043

Leona Franke James, Director
Community Development Department
City of Madera
205 West Fourth Street
Madera, CA 93637

Dear Mrs. James:

Caltrans has reviewed the Draft Environmental Impact Report (DEIR) for the Comprehensive Update of the Madera General Plan and we have the following comments:

All Figures should be of better quality with legible lettering.

On Page IV B-4, add that Caltrans and the City of Madera are developing a Standard Cross Section for State Route 145 right of way within the City of Madera. A

On Page IV B-7, based on our very preliminary analysis Caltrans has serious reservations of the proposed relocation alignment of State Route 145. The Interchange at Avenue 12 and State Route 99 has major site limitations. From a regional transportation perspective an east/west corridor alignment connecting State Routes 145, 99 and 41 is more beneficial. The City may still achieve the aim of relocating the regional highway out of its downtown area by working with Madera County staff in its current general plan circulation update efforts. B.

On Page IV 16, add that Caltrans will work with the City to develop a development impact fee for improvements to State Route facilities. This is consistent with the statement on Page VIII E-14, which proposes mitigation fees for freeway interchanges. C.

On Page VI-2, consider including properties south of Avenue 12 within the City's Planning Sphere of Influence. This would insure a unified planning approach for the interchange area. D.

On Page IV-B-11, the modeled traffic projections should be validated by Caltrans staff as soon as possible. H.

On Page VIII-D-5.5, this section of State Route 99 is not identified for improvement on the State's Interregional Road System Plan. This makes it quite H.

unlikely that it will be expanded to 6 lanes in the near future.

On Page VIII-E-14, clarify if the second paragraph regarding 6 lanes is meant to include or is in addition to left (and/or right) turn lanes. Describe mitigation measures involved for impacts to Avenue 16 Interchange. Does the Freeway require any modifications such as lane additions? The interchanges at Avenue 16 and Cleveland are miles apart. It would appear local traffic would be prone to use the freeway for local circulation. We strongly support the use of frontage roads to minimize use of State Route 99 for local traffic. Ramp metering might want to be considered.

We would appreciate receiving a copy of the final Community Plan and Environmental Impact Report.

Please call Steve Curti at (209) 488-4151 should you have any questions.

Sincerely,

Steve Curti

for

Marc Birnbaum, Chief
Advance Planning & Program
Development

RECEIVED
SEP 13 1991

CITY OF MADERA
PLANNING DEPARTMENT

RESPONSE TO COMMENT LETTER NO. 7

- A. State Route 145 Cross-Section: Language has been added to the sub-section on Standard Cross Sections on page IV-B-4.
- B. Proposed Relocation Alignment for SR 145: Since Caltrans concern is based on "very preliminary analysis", it would be unwise for the City to assume that the proposed relocation for SR 145 around the City will not ultimately be the best choice. The General Plan proposal is based on the assumption that SR 145 will continue to serve the Madera community. If another alignment that would by-pass Madera is proposed by Caltrans for consideration by the City, Madera County and the County Transportation Commission, the alternative{s} will be considered on their merits at that time. Any new alignment that might be selected would not change the land use proposals shown on the General Plan Diagram.
- C. Developing Impact Fees for State Route Facilities: Caltrans willingness to work with the City in developing impact fees for improvements to State Route facilities is noted and accepted.
- D. Expanding the Planning Area to the South: Caltrans recommendation is noted. The City's Planning Area and Sphere of Influence is shown on Figure I-1 of the General Plan.
- E. Validation of Traffic Model Projections: The City will provide Caltrans District 6 with the necessary information.
- F. Proposed Improvements to State Route 99: While the current State Interregional Road System Plan does not identify the need or timing of need for widening SR 99 through Madera, the proposal of the General plan encompasses a longer period in the future when the need will exist and be satisfied. The Plan proposal is long-range as compared to "near future".
- G. Cleveland Avenue Widening: Mitigation Measure No. 2 pertaining to Circulation and Traffic on page VIII-E-14 is for widening Cleveland with four traffic lanes, plus left turn lanes as indicated.
- H. Avenue 16 Interchange Impact and Mitigation: Mitigation measures required to manage traffic at the Avenue 16/SR 99 interchange have been added to the Draft EIR. However, the 16th and Cleveland Avenue interchanges are only one mile apart. Local traffic will be prone to use the freeway for local (northwest-southeast) circulation only where a parallel facility was not provided by the State as a crossing of the river west of the freeway between Cleveland Avenue and Fourth Street. Even then, however, the traffic model developed for the City indicates that improvements to the City's Arterial street system will minimize if not eliminate the potential for using the freeway for local traffic movement. The Schnoor (proposed), Granada Drive and Road 24-1/2 river crossings will greatly reduce the potential in this regard.

MADERA COUNTY TRANSPORTATION COMMISSION

M C T C

Executive Secretary
COUNTY ROAD DEPARTMENT
201 ALMOND AVENUE
MADERA, CA 93637
(209) 675-7811

Transportation Analyst / Planner
1030 S. GATEWAY DRIVE
MADERA, CA 93637
(209) 675-0721
FAX (209) 674-2972

September 12, 1991

Leona Franke James, Community Development Director
City of Madera
205 West Fourth Street
Madera, CA 93637

RECEIVED
SEP 13 1991

CITY OF MADERA
PLANNING DEPT.

Dear Ms. James:

BY _____

Staff of the Madera County Transportation Commission appreciates the opportunity to review the "Draft Environmental Impact Report - Comprehensive Update of the Madera General Plan". Our review was limited to Chapter 4, Section B, Transportation, Circulation and Traffic. The following is a summary of our comments:

1. Page IV-D-5.5 Re-routing of the State Highways should be discussed with Caltrans and that agency's comments should be reflected in the Final Draft. The Plan should state the City's intention to pursue the development of appropriate citations during the preparation of the Madera County Transportation Commission's Regional Transportation Plan. This to assure appropriate and timely consideration of the issue by the State of California. A.

2. Page IV -B-14 Transit services are only superficially discussed. Correct analysis is given to immediately pending projects and studies. Unfortunately, there is very little discussion of transit impacts on traffic circulation. The positives and negatives of these impacts should be considered and addressed. The type of system, Demand Responsive (current), Fixed Route, Mixed Service, is not as important to declare or analyze because there is likely to be continual change in this regard over the next several years.. However, certain aspects of air quality, circulation, and congestion management are inherent in the operation of transit systems and these should be discussed in a generic manner at a minimum. Addressing transit's impact on these issues specifically would be more desirable. B.

3. Page IV-B-14 The spelling of the National Railroad Passenger Corporation's trademark name is "AMTRAK". C.

4. Page IV-B-14 The sentence addressing railroad crossings and signals might be rewritten to state, "All MAINLINE crossings are protected by automatic signals and guards." Track crossings of mainline spurs through the city are uncontrolled. As currently written, the draft plan states that all crossings are protected. D.

5. Page IV-B-16 Amtrak is misspelled. A global replace of the current spelling is indicated. C.

6. Page IV-B-16 End of Paragraph Two, the relative direction of the restaurant building is not correct. The building to be converted into a restaurant is to the SOUTH of the old SP Station, adjacent to the mainline tracks. E.

7. Bike Rte. Map The Bike Route Map is dated and unreadable. A full color copy of the most recently adopted Bike Route Map is enclosed for your consideration. F.

8. The City of Madera may wish to reference the 1990 Commuter Bike Plan as an element of the Plan. This action was called for in the text of that document which was adopted by Council in November of 1989. F.

A REGIONAL TRANSPORTATION PLANNING AGENCY

REPRESENTING
County of Madera

City of Madera

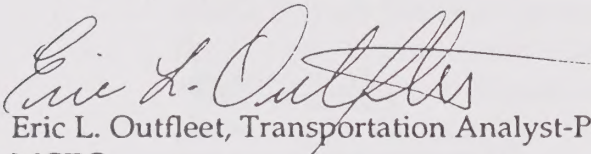
City

COMMENT LETTER # 8

Page 2
September 12, 1991

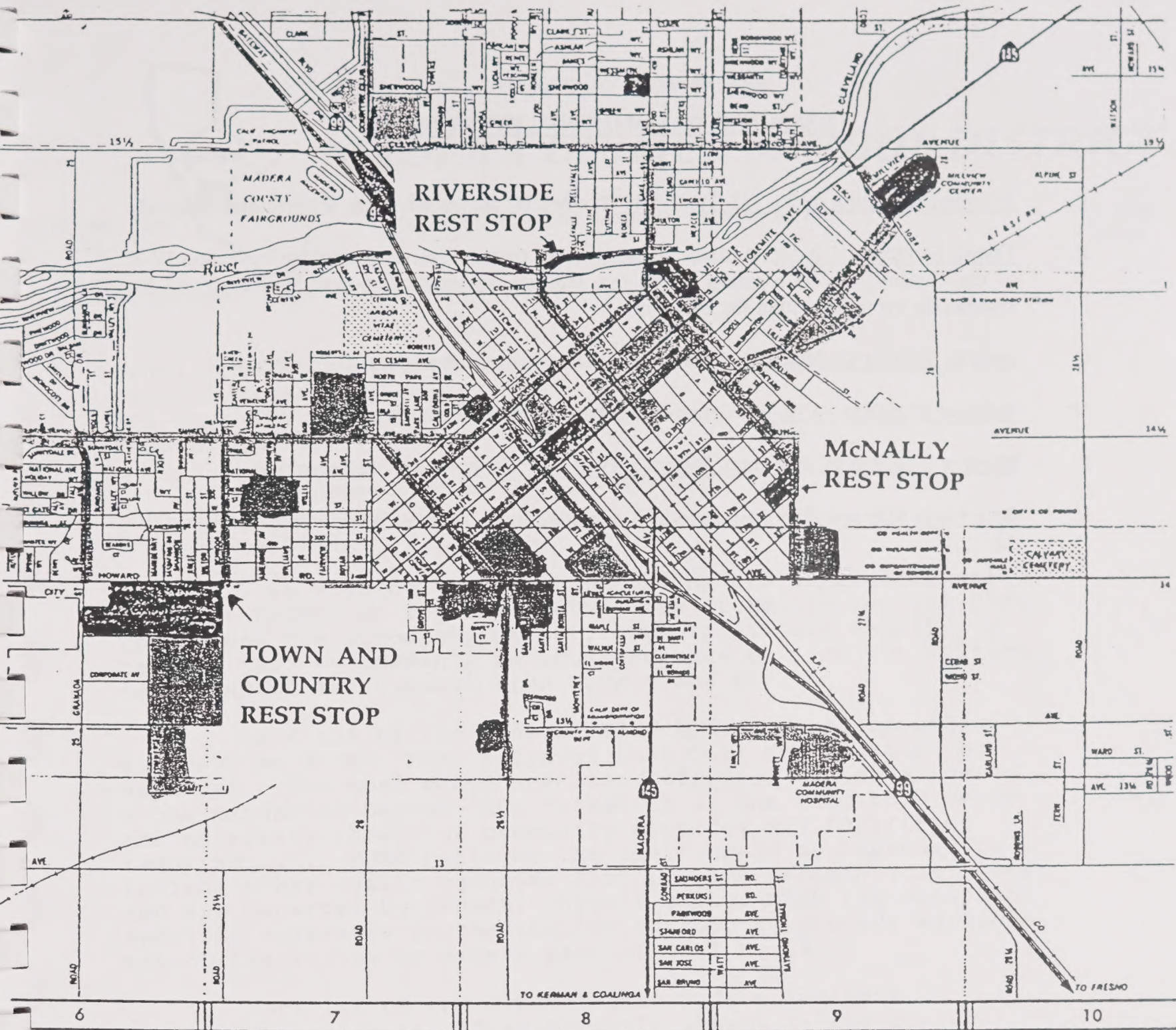
We would be pleased to discuss these observations with you if clarification is needed. Again thank you for the opportunity to comment.

Very Truly Yours,

A handwritten signature in cursive script, reading "Eric L. Outfleet". The signature is written in dark ink and is positioned above the printed name and title.

Eric L. Outfleet, Transportation Analyst-Planner
MCTC

cc: L. Colucci, Acting Executive Secretary
City of Madera, General Plan Update 1991
WE 101.10



Class II - Bike Lanes

Class III - Bike Routes

Schools

High Density Employment

Parks

FIGURE 10

City of Madera, Commuter Bike Plan

RESPONSE TO COMMENT LETTER NO. 8

- A. Proposed Rerouting of SR 145, IV-D-5.5: The MCTC recommendation is noted and accepted.
- B. Transit Services, IV-B-14: Additional discussion of transit services is provided in Section IV-B of the General Plan as a means to mitigate the adverse impacts of over-dependence on the automobile for travel within the urban area.
- C. Amtrak Spelling Corrections: Corrections have been made throughout the document.
- D. Railroad Crossings, IV-B-14: Sentence has been rewritten as recommended.
- E. Relative Direction of Restaurant Building, IV-B-14: The error has been corrected.
- F. Bike Route Map and Plan Designation: A new Bike Route Map has been included as Figure IV-11.



Helping Youth Is Our Business

MADERA UNIFIED SCHOOL DISTRICT

PHONE: (209)
675-4500

1902 HOWARD ROAD, MADERA, CALIFORNIA 93637

FAX: (209)
675-1186

September 12, 1991

Leona Franke James, Community Development Director
City of Madera
205 West 4th Street
Madera, CA 93637

Re: General Plan Update and EIR

Dear Mrs. James:

I am writing on behalf of the Madera Unified School District (MUSD) in regards to the City of Madera General Plan Update and the accompanying Environmental Impact Report. I request that my comments be included as a part of the written responses to the General Plan Update and EIR.

Part III of the General Plan Update is of specific interest to MUSD. MUSD believes that Goal No. 3 should be expanded. The goal makes specific reference to not allowing urban expansion beyond the "capacity of the City to provide the necessary levels of community services and facilities required...". MUSD believes the goal should be expanded to include other public agencies that provide necessary services and are impacted by growth. Specifically, MUSD requests that specific reference to the ability of MUSD to provide adequate school facilities be made a part of Goal No. 3. A.

Part III of the General Plan Update includes 28 recommended policies. Conspicuously absent is any policy recognizing the need to coordinate growth with infrastructure and support services expansion. Specifically, MUSD requests that a policy be included that specifically addresses the impact on public school facilities. MUSD offers the following as a sample of such a policy. B.

Residential development shall not be approved unless adequate public school facilities are, or will be, available to serve residential development. At the time of specific development proposals, the school district will be asked to determine impact and development fees and/or land requirements.

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SEP 13 1991

CITY OF MADERA
PLANNING DEPARTMENT

BOARD OF TRUSTEES
TR. Gustaveson, D.D.S., President • Carolyn Nolan, Clerk
Benny A. Barsotti • William R. Driggs
Joe L. Flores • B. J. Robinson • Ray Seibert



Equal Opportunity Employer

OFFICERS
Thomas J. Riley, Ph.D., Superintendent
Julie O'Kane, Assistant
John Cruz, Ed.D., Assistant

COMMENT LETTER #9

It should be noted that Section F of the EIR under the heading "Cumulative Impacts on Public Services" contains the following statement: "A key policy of the General Plan requires the phasing of development in a manner which will not place undue strain on the ability of local government to provide adequate levels of public service." Review by MUSD of the General Plan Update reveals no such policy. It is a part of Goal No. 3, but is stated in a less comprehensive manner than implied in the EIR statement. C

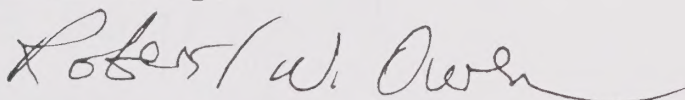
The EIR on page VIII-A/C-5 discusses the impact on schools. The statement is made that the "source of money for additional classrooms should be addressed." MUSD does not believe that impact has been adequately addressed. Under the heading of "Public Services", the mitigation measures suggested are Mello-Roos, Mark-Roos, or other assessment financing. These usually require a two-thirds voter approval and have a low level of success statewide. By contrast, developer impact fees are listed as a mitigation measure for police and fire capital facilities. Developer fees are also a possible mitigation measure for schools! B.

Specific mention is made in the EIR of several pending developments along West Cleveland, west of Granada Drive. Specifically, recognition is given to the impossibility of constructing a school that would directly serve the area without busing students west of the Road 23 1/2 alignment. MUSD believes that schools that offer the possibility of students walking in are in the best interest of MUSD, the residents served, and students. D.

Under the heading "Use of This EIR" the statement is made that the EIR will serve the purpose of avoiding preparation of "EIR's for development projects and programs which are consistent with the General Plan by using the Negative Declaration process...". MUSD opposes such a use of the EIR unless specific and adequate mitigation measures addressing the impact on the need for schools is included. Furthermore, MUSD believes that some specific policy relating to the availability of school facilities for new development must be a part of the General Plan Update. E F

MUSD desires to continue working cooperatively with the City of Madera in planning to accommodate future development. However, MUSD strongly believes that adequacy of school facilities must be a part of all considerations when new development is considered.

Sincerely,



Robert W. Owen
Director of Field Operations

RESPONSE TO COMMENT LETTER NO. 9

- A. Goal No. 3 Pertaining to Growth Management, III-2: Language has been added referring to "...the capacity of the City and other levels of local government...".
- B. Policy Needed to Coordinate Growth with Expansion of Infrastructure and Support Services, Part III. Part III is entitled "Major Policies of the General Plan" and as such does not contain all policies to be found collectively among the several elements of the General Plan in Parts IV, V and VI. Policy No. 3 on page III-6 is intended to assure adequate service levels regardless of which agency of local government is the service provider. Another reference is contained in the last part of Policy No. 1 on page III-6 which indicates that the rate of housing growth assumes "...that the City and other units of local government will be able to provide the reasonable and necessary types and levels of service which this population increase will require...".

The language recommended by the School District staff that public school facilities must be "adequate" before residential development should be approved by the City would inappropriately shift authority for determining residential land use policy from the City Council to the District's Trustees. Furthermore, objective standards would be required to enable the City to determine whether the "adequacy" test can be made in any given case. Since only the Board of Trustees can determine "adequacy", a more appropriate approach would be for the City and District to monitor conditions annually and attempt to reach agreement on policy for the coming year. Under recent court decision, the District now has an additional approach available for financing facilities. In *Lincoln Property Co. v. Cucamonga School District*, No. E007754, the Appellate Court held that a school district has the power to impose fees on new development without relying on or being limited to the amount of fees allowed under the State's 1986 School Facilities Act.

- C. Cumulative Impacts on Public Services, VIII-A/C-5: Policy No. 6 on page III-10 referring to development phasing has been expanded to more explicitly cover the District's concern.
- D. Requirement for Bussing Students if Residential Expansion is Approved North of the River, South of Cleveland Avenue and West of Road 23-1/2, VIII-E-12: The District's comment regarding the benefits of locating schools within walking distance of students served is noted and accepted.
- E. Use of EIR, VIII-A/C-17: The word "unnecessary" has been inserted in the second sentence of Item 3 to clarify the intent.
- F. Need for Specific Policy Re School Facilities: See response under Paragraph D, above.

Pacific Gas and Electric Company

650 O Street
Fresno, CA 93760-0001
209/442-0909

August 1, 1991

The City of Madera
Draft Environmental Impact Report -
Comprehensive Update of the Madera General Plan
Madera County
603

Leona Franke James
Community Development Director
City of Madera
205 West Fourth Street
Madera, CA 93637

Dear Ms. James:

Thank you for the opportunity to respond to the Draft Environmental Impact Report concerning the Madera General Plan. Our analysis indicates potentially significant impacts to this company's system. These impacts are discussed below and should be addressed in the project's Environmental Impact Report.

Under the heading of Scope of Draft EIR, page VIII-A/C-4, Section 15, paragraph titled "Energy", it was stated: "Urbanization under the Project is not expected to result in the use of substantial amounts of natural gas and electrical energy. No significant effects will occur".

An area encompassing the eventual growth of 4900+/- residential and commercial development will have cumulative impacts on our gas and electric system and may require the expansion of PG&E facilities outside the proposed project boundaries. Anticipated expansion of on-site and off-site utility facility (such as gas and electric transmission lines, gas and electric distribution lines, substations, and gas valve/regulator lots) should be identified as each subdivision is created, and any environmental review required by PG&E facilities should be conducted as part of each subdivision EIR. On-site utility easements necessary to serve proposed projects should be required as a condition of approval of each subdivision. Care should be taken to ensure that zoning ordinances and subdivision or deed restrictions do not exclude overhead or underground utility facilities, electric substations and gas valve/regulator lots from any areas. All future EIR reviews should be submitted for comment as follows:

Pacific Gas and Electric Company
Region Land Department
650 "O" Street
Fresno, CA 93760

RECEIVED
AUG 05 1991

CITY OF MADERA
PLANNING DEPARTMENT

COMMENT LETTER #10

Leona Franke James
August 1, 1991
Page Two

In Madera County, PG&E owns and operates a number of gas and electric transmission facilities that are within and/or crosses the project area. General Order 95, 112-D and 128 of the California Public Utilities Commission (CPUC) requires that specific clearances be maintained around gas and electric facilities. For this reason, there are restrictions on development activities and improvements such as grading, landscaping, roads and structures near PG&E facilities/easements. To ensure that site development in the vicinity of PG&E facilities does not damage their integrity, prior to a developer obtaining any permits, the developer should be required to submit all plans for review as follows:

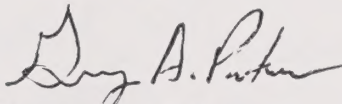
Pacific Gas and Electric Company
Yosemite Division Land Department
3185 "M" Street
Merced, CA 95348

If the project meets PG&E's standards to protect our facilities, we will grant the developer a written consent. The following is potential wording to be included in the mitigation measure of an EIR:

"Provide a Consent Agreement from Pacific Gas and Electric Company prior to issuance of any permits for any development within any PG&E transmission line easement".

Thank you for your time in this very important matter. If you have any questions, please call me at (209) 263-5238.

Sincerely,



Greg A. Parker
Planning Analyst

GAP:al

RESPONSE TO COMMENT LETTER NO. 10

- A. Effects of Urbanization on Power Demand, VIII-A/C-4: P.G. & E's. position that significant cumulative energy demands will occur that may require expansion of on-site and off-site utility facility expansion is noted and accepted. Language has been added to this effect under the subject of "Public Services and Utilities" on pp. VIII-D-6 and 7, including the need for review of needs generated by new developments during project reviews, and the need for a consent agreement prior to issuing any permits for development within any transmission line easement.



GIERSCH & OLSON, INC.

CIVIL ENGINEERS

421 NO. 1 STREET • P.O. BOX 1248 • MADERA, CALIFORNIA 93639
(209) 673-5981 - 233-4091
FAX (209) 675-3544

R9011909.008
August 27, 1991

Ms. Leona James
Planning Director
205 W. 4th Street
Madera, CA 93637

Reference: Comments for the Draft Comprehensive General Plan and Environmental
Impact Report dated July 1, 1991.

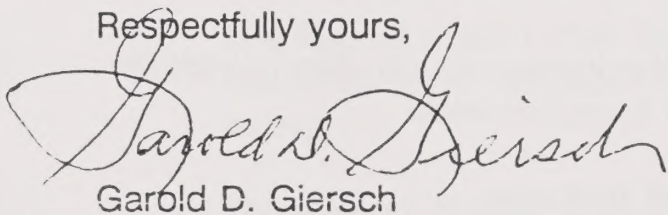
Walter S. Kirby property APN 06-380-02

Dear Leona,

Enclosed are comments for the above referenced Comprehensive General Plan and
Environmental Impact Report from Mr. Walter S. Kirby.

Mr. Kirby requests that his comments be officially accepted and entered into the report.
The comments identify areas impacting Mr. Kirby's property that are not mitigated in the
report. Mr. Kirby requests impacts be removed.

Respectfully yours,



Garold D. Giersch

GDG/da/WP

WALTER S. KIRBY
825 WILLIAMS AVENUE
MADERA, CA 93637

APN 06-380-02

The following comments reflect the concerns of the Draft Comprehensive General Plan and Environmental Impact Report dated July 1, 1991 prepared for the City of Madera General Plan and Airport Master Plan. The impacts and mitigations are required to be detailed sufficiently to reach conclusions that all impacts be either mitigated or not mitigated. The conclusions regarding the impacts with no mitigation available must be considered for overriding long term effects on the community and alternatives provided.

GENERAL COMMENTS

1. Report Page II-12 Noise Environment

Major sources of noise are listed as railroad and airport, however, Fig. II-8 identifies both the 65 and 60 CNEL's are located within the airport proper. In addition the State has accepted 60 CNEL as an acceptable outside noise level. The statement further recognizes that the Freeway and trucks within the City exceed the 60 CNEL noise level.

The current airport use excepting the proposed expansion would not contribute or be a major noise source.

2. Report Page III-1 thru III-2 "Goals"

The goals do not set forth major expansion of the transportation plan to include auto, rail or airport due to the proposed Capital Improvements.

3. Report Page III-14 Commercial Development Patterns

The report identifies the Central Business District as the center for the City's commercial area, however, the Cleveland Avenue, Country Club Drive and Howard Road area far exceeds the Central Business District.

The report fails to identify the problems with the Central Business district being located on a major Highway (145).

4. **Page IV-A-7**

We agree that the low density (LD) should maintain an average density of 4 to 5 units per net acre.

Less than 4 units per acre should be considered very low density (VLD).

5. **Page IV-A-7**

The very low density (VLD) encompasses large acreage of land considered less than prime (Country Club area east of Freeway 99 and north of Avenue 17 and the vast acres of land located between Madera and Fresno).

Prime agricultural land within the City limits should be developed utilizing the land for building units in lieu of garden-yard areas. It is a waste of valuable land to develop vast acreage in very low densities (VLD).

Air quality would be one main concern regarding vast acreage of very low density developments requiring miles of automobile travel for minor or major shopping or schools or work places. B.

The report does not identify the variances between the practical use of the land to minimize air quality when comparing lands use densities between low density 1.5 homes per net acre vs 5 homes per net acre.

6. **Page IV-A-16 Airport Vicinity Land Use Policy** C.

The Airport Master Plan Report completed in 1991 is not an approved Report.

The Airport Master Plan Report does not identify land use impacts nor does the report consider mitigation measures to eliminate impacts on air quality, noise or safety.

The Airport Master Plan proposals do not identify how the rights to the land designations for clear and approach zones be obtained.

The next to the last paragraph on Page IV-A-16 says that safety is the primary concern, although noise levels are expected to be high in the RPZ. This statement contradicts the noise element of the airport area depicted in Fig. II-8 indicating that the 60 CNEL is solely within the airport proper and does not extend into the RPZ (see Fig. IV-4).

We agree that all land retained for airport use as airport or clear-zones free of obstructions should be purchased in fee title.

An alternative to land use restrictions would be to negotiate density transfers for loss of land use retained for airport use.

The statement "aircraft approaching the runway under instrument flight rules typically will be less than 200 feet.....", is implying that an ILS is installed and in place. This system impacts and mitigations have not been resolved.

We agree that the RPZ should remain free of all objects and be owned by the City in fee title.

7. Page IV-A-18

We do not agree that both noise and safety have been identified as significant concerns within the IAZ.

The State accepts 60 CNEL as a same noise level for outside residential units and 45 CNEL in inside.

The APMP Fig. II-8 shows the 60 CNEL to be contained on the airport proper.

We do not agree that the parallel runway is required or should be constructed. The impacts to the City for parallel runway can not be mitigated.

We do not agree with the Report that the IAZ is required for the present airport use as a Basic Utility I Airport.

We do not agree that residential development be restricted south of Cleveland Avenue.

The Report fails to justify land use restrictions based on noise (that does not exist) and safety of the present airport.

We agree that the IAZ lands restricted for residential development be purchased by the City in fee title, however, the purchase of the land must be immediate and coincide with the land restrictions.

We agree that noise and safety is not a concern in the OAZ area for the present airport use.

The impacts on the existing City for the ILS can not be mitigated.

The safety concerns north of the river can be no greater than south of the river. There is no evidence presented in the APMP or the EIR that would identify safety as being a concern within this area.

We do not agree with the designated PD 12000 Zoning recommended for the area within the OAZ. We do agree that the Zoning PD 6000-8000 would be appropriate for the area. Negotiations for density transfer would be appropriate for decreasing densities within the flight path.

We do not agree that there is any evidence for present airport use to restrict land use densities in the IAZ or OAZ south of Cleveland Avenue. The Report uses noise and safety as a concern for reduced densities and open space lands. However, the APMP and the EIR does not identify the impacts that would justify either noise or safety as a major concern to restrict densities depicted on the Specific Plan No. 1.

8. Page IV-B-19

We do not agree that the impacts for:

1. The extension of the runway can be mitigated by allowing larger aircraft to utilize the airport in direct conflict with the existing developed City.
2. The installation of the ILS can not be mitigated by allowing larger aircraft for training to utilize the airport in direct conflict with the existing developed City.

We do not agree that the airport be preserved to add the ILS unless all impacts can be mitigated now.

9. Page VI-3

The airport plan identifies noise and safety as a major concern. The safety goals and policies, however, do not identify airport safety as a concern and is not one of the safety goals.

10. Page VI-5

The goals and policies identify 60 dB CNEL or less in outdoor activity areas. (community exposure level)

The airport is listed as being one of the major noise generators, however, all evidence produced indicates that the noise generated is contained within the airport proper in contrast to a truck traveling through a populated area.

11. Page VIII-A/C-13 Impacts

Item 2: The report implies that all local pilots are instrumented rated and that the ILS will enhance the local pilots safety.

The report does not identify the number of local pilots that are, in fact, instrumented rated.

We do not agree that the ILS is needed for local pilots since all instrumented rated pilots in emergency conditions can use the Fresno Air Terminal about 40 minutes away by auto. Non-instrumented rated pilots would not be allowed to utilize the ILS and make precision landings.

The ILS impact on aircraft safety to the existing community can not be mitigated.

We agree that airport noise will not violate State Standards.

MITIGATION MEASURE

Item 1: We do not agree with the decision to construct or not construct a parallel runway. The moving of the runway alignment to the west and the reversing of the flight patterns to the east does have an effect on the existing developed community and the impact and mitigation measures should be addressed.

12. Impacts on Air Quality

The construction of an ILS will increase large aircraft use, thus, air quality will be effected.

The impact of air quality will require mitigation for justifications to the area.

13. Page VIII-D-7 Impacts

The fact that other airports are over crowded should not be a deciding factor to impact the health and safety of the community.

The last paragraph should identify the area of the community and schools that the ILS approach will direct the aircraft.

We agree that the ILS does not provide the citizens of Madera any benefit.

14. Page VIII-D-9

We agree that the Airport Master Plan fails to identify:

1. The impacts and hazards to the community associated with the ILS.
2. The impacts with a parallel runway.

3. The impacts with a runway extension.
4. Air quality with large aircraft.
5. Noise with large aircraft - Not identified in the Master Plan or this EIR Report.

The reasons given in the report for the need of the ILS should not be valid reasons to mitigate the impacts on the community.

15. Page VIII-D-10

We do not agree with the land use designation on the General Plan or the Specific Plan.

Why did the City request that the land be annexed to the City if it were not to be developed?

The reasons given in the report for low density development are not valid nor identified as specific impacts sufficient to reduce the density.

The proposed expansion of the airport creates a major impact on the community that can not be mitigated.

We agree with the reasons to not extend the runway and to not install an ILS.

The report fails to identify the parallel runway impacts that can not be mitigated.

16. Page VIII-D-13

We agree that the noise impact from large aircraft can not be mitigated.

We do not agree with the statement that single event noise is a factor. Why omit single event noise from a truck, tractor, or train that continuously travels on the highways and major streets in and through the City.

17. Page VIII-E-5

We do not agree that single event noise is a factor on the Kirby property. Only a minor portion of the land is in the ERCZ. This property would have no greater potential for aircraft noise than any other land lying east or south of the ERCZ. Landing aircraft from the south are hardly noticed from the Kirby property.

There are no impacts to the Kirby property from present aircraft use.

We do not agree with the Specific Plan designation for the Kirby property. There are no identified impacts that would reflect the densities shown on the Specific Plan No 1.

18. Page VIII-E-11

We agree that development should occur in the zones not purchased by the City with possible density transfers provided to compensate for low density land use designations.

19. Page VIII-E-12

We do not agree with the designated land use alternative given in the 2nd paragraph of Page VIII-E-12. What a waste of valuable prime land already in the City ready for development.

The surrounding property owners should not accept this alternate proposal.

The major effects on the land use for APN 06-380-02 were developed by the City of Madera prior to the preparation of the Airport Master Plan. The Specific Plan #1 designating blanket zoning restrictions were developed by the City without knowledge of specific airport impacts and/or the mitigations.

The Airport Master Plan recommendations on land use do not contain justifications to warrant the recommended use. The City's resolutions to cause the actions can not be justified since there are no identifiable impacts in the Report that can be used to blanket restrict the land use.

The proposed expansion of the airport ie the ILS, the extended runway, the parallel runway, do have major impacts on the property APN 06-380-02 (Kirby) that can not be mitigated. The alternative, therefore, is to not expand the airport beyond the present use as a Basic Utility I.

A Basic Utility I airport can provide all the needs of private and corporate use. The need for a Basic Utility Stage II airport was not demonstrated in either the Airport Master Plan or the Environmental Report. The impacts for the airport expansion on the existing community and surrounding lands were not mitigated.

Property Owner APN 06-380-02

Walter S Kirby

Walter S. Kirby
825 Williams Avenue
Madera, CA 93637

8-27-91

Date

RESPONSE TO COMMENT LETTER NO 11

- A. Comments Pertaining to General Plan Policy: Comments concerning the noise environment, goals, commercial development patterns, and density on pp. 1 and 2 of the Giersch letter do not require response at this point for purposes of the Final EIR.
- B. Air Quality: The effect of Very Low Density residential on air quality is noted. However, this residential demand has characterized most of the residential development that has occurred north of the City for several decades, and is a legitimate demand for City consideration. The cumulative effects of General Plan policy on air quality has already been described in the Draft EIR as significant. Further discussion is not required.
- C. Airport Vicinity Land Use Policy, Item 6 of Letter. **Airport Master Plan:** The Airport Master Plan does not have to address environmental impacts now that they have been made the subject of the General Plan EIR. The Master Plan does not have to address specifically how property rights to approach zones would be obtained from among alternatives.

Safety within the RPZ: The statement that noise levels within the RPZ are expected to be high does not conflict with the fact that 60 CNEL noise contours depicted on Figure IV-4 are contained within the airport boundary. A 60 CNEL noise level is a State standard with respect to acceptable exterior noise in residential areas. Such standard does not imply that a 58 CNEL level is not high but only that the 60 CNEL level is the maximum to be tolerated by State standards. Moreover, it is stated on IV-A-19 that while areas immediately east and west of the protection zones are outside of the 60 CNEL contour, the noise impacts are considered significant as an annoyance resulting from routine overflights by aircraft approaching the runway(s) for landing.

Alternative to Land Use Restrictions: Use of a negotiated density transfer can occur only under land use regulations, and therefor becomes a restriction of itself. **Instrument Flight Rules:** The statement does not imply that an ILS is in place. It refers to current IFR landings without an ILS.

- D. Comments under Item 7 of Letter. The respondents opinions are noted. It is important to understand that disagreement does not of itself require additional environmental analysis, especially when opinion alone is stated without the benefit of substantiation. **Density Transfer:** Density transfer has been identified as a means to protect approach zones. **Noise and Safety:** The EIR does identify noise as a potential problem both with respect to frequency of aircraft operations and the annoyance factor. [see response under para. C., above]
- E. Comments Under Items 8, 9 and 10 of Letter: The respondents opinions are noted. **Timing of Mitigation with ILS :** Impacts need not be mitigated until the need arises. Preserving the option for an ILS does not trigger the need for any mitigation of "environmental" impacts until such impacts might occur. With respect to the safety issue with or without an ILS, there is no question that the ILS provides a state-of-the-art means of accessing Madera airport during inclement weather, as compared to current Instrument Flight Rule procedures.

Safety Goals and Policies: State Planning Law does not require that airport safety be included as a topic under the Hazard Management Element. It is covered in this report under the Community Development Element and in the General Plan EIR. **Noise:** [see para. C., above]

- F. Impacts, Item 11 of Letter. **Extent of Instrument Rating:** Sentence cited refers only to affording much greater safety to pilots who now use an instrument approach and not to all pilots. The number of local instrument rated pilots is less significant than the number within the region who would be diverted to Madera under ILS conditions. **Needs of Local Instrument Rated Pilots:** Local pilots clearly would benefit from an ILS. The fact that there is insufficient local IFR flight activity to justify an ILS does not govern whether an ILS is needed in the region. The regional need has been established by the FAA. **ILS Mitigation:** The extent of hazard introduced to the community by an ILS system is debateable. However, the safety margins improve considerably with an ILS as compared to existing conditions of making an instrument approach to Runway 30 over the City. An ILS is of itself a means to mitigate hazardous conditions. The EIR only raises the question of hazards created by an ILS if there were to be frequent IFR flight activities. The Draft EIR was in error in suggesting that a high frequency of instrument flights may occur with an ILS. The regional need for an ILS at Madera does not require a minimum of 2,000 ILS operations per year as was previously implied in the Draft EIR.
- G. Mitigation Measures, Items 12-19 of Letter. **Air Quality (12):** See response under para. B., above. The use of large aircraft does not necessarily imply greater aircraft emission impacts on local air quality. **ILS Pattern (13):** The last paragraph has been changed to indicate more specifically the area affected by the ILS approach to the airport. **Impacts and Hazards of an ILS (14):** The relative impacts and hazards associated with an ILS have been identified through revised language [see response under para C., Letter No. 2, above.] **Impacts with a Parallel Runway (14):** This impact is discussed on Page VIII-D-11 of the Draft EIR. Other impacts not fully identified in the Airport Master Plan have been identified in the Draft EIR. **Other considerations (15 - 19):** Statements of opinion are noted. Generalized and non-specific comment is also noted.
- H. Concluding Remarks. With respect to environmental impacts of the Airport Master Plan, environmental analysis has been satisfied by the General Plan EIR, even though differences of opinion remain as to the impact of various proposals of the Master Plan. Differences of opinion regarding land use proposals of the General plan are matters to be decided after the conclusion of public hearings on the General Plan.

August 20, 1991
Revised August 26, 1991
Revised September 6, 1991

**NOTES OR COMMENTS
FOR THE
REVIEW OF THE DRAFT
COMPREHENSIVE GENERAL PLAN
AND
ENVIRONMENTAL IMPACT REPORT
PREPARED FOR THE
CITY OF MADERA**

The purpose of these comments are to evaluate the draft EIR to determine if the Mitigation Measures in the report are adequate for the development and expansion of the Municipal Airport.

You must keep in mind that the trigger for the preparation of an EIR on the Airport Master Plan was caused by the Owner/Developer of the surrounding land. It was the opinion of the land owners that the proposed Airport Master Plan expansion was impacting the land uses around the airport.

Furthermore, the City Staff, and the Airport Commission with the aid of resolutions passed by the City Council were moving ahead to mitigate the expansion of the airport via land use restrictions without studying the full impact upon the area.

The Airport Master Plan did recommend purchase of the lands shown as part of the runway protection zone (RPZ) and the inner approach zone (IAZ).

The outer approach zones and the extended runway centerline zones not recommended for purchase were being controlled via Specific Plan No. 1 imposing noise and safety as a major factor to impose land use restrictions.

Vast areas of lands adjacent to the specific zones were also imposed with land use restrictions particularly noise without due process or without consideration of land uses - airport compatibilities.

It is for these reasons, that we believed that the expansion of the airport would greatly impact the community and the surrounding lands, therefore, felt that an EIR was needed to study these impacts and properly mitigate the impacts.

It was the direction of the Planning Staff and Administration that the General Plan (GP) EIR include the Airport Master Plan EIR.

Section 21001 subsection (g) of the California Environmental Quality Act (amended January 1, 1990):

"(g) Require governmental agencies at all levels to consider qualitative factors as well as economic and technical factors and long-term benefits and costs, in addition to short-term benefits and costs and to consider alternatives to proposed actions affecting the environment."

Section 21002 of the California Environmental Quality Act:

21002 No project approval if feasible alternative or mitigation measures; project may be approved if conditions make project infeasible

"The Legislature finds and declares that it is the policy of the state that public agencies should not approve projects as proposed if there are feasible alternatives or feasible mitigation measures available which would substantially lessen the significant environmental effects of such projects, and that the procedures required by this division are intended to assist public agencies in systematically identifying both the significant effects of proposed projects and the feasible alternatives or feasible mitigation measures which will avoid or substantially lessen such significant effects. The Legislature further finds and declares that in the event specific economic, social, or other conditions make infeasible such project alternatives or such mitigation measures, individual projects may be approved in spite of one or more significant effects thereof."

The inconsistencies between the Specific Plan adopted in 1981 and the General Plan adopted in 1982 have raised several questions regarding land use around the airport area. In particular, the lands located North of the Fresno River and West of Granada Avenue in the City of Madera. We believe that the Airport Master Plan proposes an expansion that will impact the existing community as well as other undeveloped lands located within the City. It is these impacts that must be thoroughly detailed and mitigated. Please note that the EIR planning area is on the Road 24-1/2 alignment and does not include the general area between Road 23 and 24-1/2 (See Figure II-2 of the report).

The following comments, in general, are directed towards the airport expansion portion of the EIR and its relationship to the surrounding community both developed and undeveloped.

I. GENERAL

- A. The EIR Page II-2 of the report noise environment identifies airport noise as being contained entirely within the boundaries of the existing airport. Section B Page VI-5 of the report further identifies the limits acceptable for noise compatibility. A.
- B. The EIR identification of densities Page IV-A-7 of the report particularly (LD) low density identifies the land use as 3-7 units per net acre. The identification further identifies the minimum lot sizes and the average number of (5) units per net acre. These combinations are important for density transfers normally associated with planned unit developments. B.
- C. Airport land use policy Page IV-A-16 of the report indicates that the land use policy in the vicinity of the airport had considerable study by City Staff and Committee, Commission and Council based on the Airport Master Plan. The EIR also states that the adjacent lands to the RPZ and IAZ favor agriculture use. C.

The Airport Master Plan Report, however, does not identify land use impacts nor does the report consider mitigation or alternative measures to eliminate impacts on air quality, noise or safety.

The Airport Master Plan recommendations should not be used in deciding land use restrictions.

The next to the last paragraph says that "Although noise levels are expected to be high" does not correspond with the noise contours depicted on Figure II-8 of the report and the description of the contours identified by description on Page VII-D-13, second paragraph. Section B Page VI-5 further identifies noise compatibility levels. Aircraft single event noise, identified on page VI-7, should not be included in relationship with arterial streets, major collectors, railroads, truck traffic, freeways, etc. Unless the airport use identifies the size of aircraft and the frequencies of flights over specific areas.

D. Paragraph 4 Page IV-A-18:

"That portion of the area in the IAZ which lies North of West Cleveland Avenue is ultimately proposed for acquisition by the City"

Note that the Airport Master Plan recommends that portions of the RPZ not presently owned by the City be purchased.

E. Paragraph 5 Page IV-A-18:

Identifies the (OAZ) outer approach zone and states that noise and safety are considered to be of moderate concern declaring in the last paragraph that residential lot sizes with 6,000 - 8,000 sq. ft. outside the extended runway centerline zone are acceptable.

F. The first Paragraph, Page IV-A-19 identifies the area West of the RPZ and IAZ as being an overflight area for both the aircraft approaching either Runway 12-30 or the proposed parallel runway at low altitudes. The paragraph further considers the impacts to be significant for overflights.

It should be noted that the overflight areas (without the parallel runway) are depicted in Figure VIII-4 Page VIII-E-10. The overflight Area No. 4, No. 6, No. 13, etc. are all substantially the same including other overflight areas encompassing other areas of the City. Eventhough, the current overflight areas for Runway 12-30 and the proposed (Master Plan) parallel runway would be the same, the construction of a parallel runway would divert the landing pattern to Runway 12-30 in reverse of the pattern shown on Figure VIII-4. Thus, the Area 7 and Area 12 would be impacted by overflights.

Area 7 and Area 12 are substantially developed with residences and commercial facilities.

Area No. 4 does not indicate (see Figure VII-4 Page VII-E-10) an overflight impact in excess of Areas 12, 3 and 7 that are already built out.

The recommendation that the area stay in open space can not be justified.

The EIR does not adequately identify the impacts that justify the retention in open space use for Areas 4 and 5.

The impacts used to recommend open space use for Areas 4 and 5 are as follows:

1. Areas 4 and 5 are identified as being impacted by noise and safety. Airport Master Plan and EIR identifies the 60 CNEL noise level acceptable for outside levels. Table II-8 depicts the 60 CNEL located on airport property land (60 CNEL does not cross Avenue 16). Therefore, aircraft noise does not impact Areas 1 through 8, or 10, 11 and 12.
2. The report singled out aircraft "single event" noise as a significant concern; but, failed to identify the number of single event noises caused by trains, trucks, tractors and highway noise that exceeds the 60 CNEL noise level. The location of the aircraft identified in Fig. VIII-4 touches only a minor portion of the land designated to be open space. The impacts for aircraft single event noise are no greater on Area 4 and 5 than all the other areas shown including a major portion of the existing developed community.

3. The report identifies low flying aircraft as being a significant concern for safety and noise.

The low flying aircraft is associated with the installation of an ILS allowing large aircraft flying on a precision instrument course.

The report does not identify the real need for an ILS to serve the local pilots and community. The impacts on the property due to large aircraft (exceeds Basic Utility I airport requirements) noise and safety was not identified or mitigated.

4. The Basic Utility I Airport requires a runway protection zone (clear zone) depicted as Area No. 1. A Basic Utility I Airport, therefore, would not impact either Areas 4 or 5.
5. The need to extend the runway, install and ILS and construct a parallel runway was not demonstrated by the APMP or EIR nor shown to be a need to and beyond year 2010.

The extended runway and ILS impacts upon the existing community, the schools and the adjacent lands can not be mitigate nor justified.

The elimination of the extended runway parallel runway and ILS will mitigate the impact on all the areas surrounding the airport for large aircraft noise, safety, single event noise, the need for the IAZ, ERCZ and OAZ.

The mitigation of noise and safety cause by large aircraft would eliminate need for vast areas designated as Reserve Open Space.

The areas shown in Area 1 (RPZ) of Fig. IV-4 not owned in fee title by the City would require acquisition from the property owner. The lands are recommended by the report to be purchased in fee title.

- G. Area No. 6 South of Cleveland Avenue (Item No. 5 above references EIR 5th Paragraph, Page IV-A-18 with respect to land use) is identified by limitations of the Specific Plan No. 1. This is in conflict with statements on Page IV-A-18 recommending that the densities with transfer be 6,000 sq. ft. to 8,000 sq. ft. G

The EIR does not adequately identify the differences between the recommended requirements and the Specific Plan No. 1. The General Plan recommends that the density limitations be designed as (LD) Low Density 3-7 units per new acre.

- H. Area No. 7 (East of the airport IAZ and OAZ) is categorized with Area No. 13 lying South of the river. H.

Areas No. 7, No. 11, and No. 12 will be effected with overflights similar in all respects to Areas No. 4 and No. 6 when the parallel runway is constructed.

The EIR does not adequately address the impacts on Areas 7, 11 and 12 with a parallel runway proposed by the Airport Master Plan. (See reverse overflight patterns on Figure VIII-4, Page VIII-E-10).

- I. The EIR makes reference to "if" the runway is extended or "if" the ILS system is installed the preservation for extension ILS and parallel runway should be retained (Page IV-B-19). In any case, now or in the future the impacts must be addressed and mitigated with alternatives. I

The EIR does not adequately identify the impacts upon the existing developed community for the extension of the runway, an ILS system or the proposed parallel runway.

- J. It should be noted with interest that throughout the report aircraft noise is determined to be significant, thus, creating land use restrictions for the area adjacent to and surrounding the airport. Section B "noise", Page VI-5, however, only one paragraph on Page VI-7 identifies aircraft noise as being contained within the airport boundaries. Noise mitigation Section "B" does J

not include aircraft noise mitigation Page VI-7. Thus, aircraft noise is not considered to be a major or minor problem to be mitigated.

II. PART VII DRAFT ENVIRONMENTAL IMPACT REPORT

In general, the requirements for preparing an EIR on a local General Plan, element, or amendment thereof will be satisfied by using the General Plan, or element document, as the EIR and no separate EIR will be required if:

- (1) The General Plan addresses all the points required to be in an EIR by Article 9 of these guidelines and;
- (2) The document contains a special section or a cover sheet identifying where the General Plan document addresses each of the points required. Section 15166 of the California Environmental Quality Act (CEQA)

A. Scope as identified by the initial study.

1. EIR Page VIII-A/C-3 Item 6 Noise

The Airport Master Plan proposes to increase the airport use through expansion from a Stage I to a Stage II Airport.

The option to extend the runway to 5,500 feet will have a major effect on the airport use by allowing larger aircraft to flyover populated areas including schools.

This expansion will have a significant effect upon the community and surrounding lands.

The installation of an ILS system will allow the planes to fly at night and during inclement weather at low altitudes over the populated areas including schools. The installation of this system will have a significant effect upon the community and surrounding areas.

The construction of a parallel runway will locate aircraft landing patterns over existing populated portions of the community. A parallel runway will have a significant effect upon the existing community and adjacent areas.

The effects of noise generated by the airport proposed expansion will have a significant effect on noise in lieu of the "MAY" occur depicted on Page VII-A/C-3, Item 6.

2. LAND USE

Item 8, Page VIII-A/C-3 fails to include airport expansion and land use restrictions due to extended runways, parallel runways, and large aircraft use.

3. TRANSPORTATION

Item 13, Page VIII-A/C-4, this item should have included the proposed increase in aircraft use.

4. Page VIII-A/C-5

The EIR was to include the impacts, mitigations and alternatives for the proposed capital improvements and expansion of the Municipal Airport on the existing community and surrounding areas.

The EIR should address the airport expansion impacts upon the community for noise, air quality, transportation, land use and health and safety.

The Report is inadequate that it fails to fully address and mitigate the; (1) extended runway construction; (2) the parallel runway construction and; (3) the installation of an ILS system.

The impacts caused by these capital improvements at the airport will allow larger multi-engine aircraft to use the airport, thus, increasing the health and safety of the community and schools, increasing noise via lower flying larger aircraft, changing flight landing patterns to encompass larger areas of the community, increasing the effects on air quality and the impacts on the surrounding lands.

The relationship with no change in airport operations versus capital improvements proposed in the 1991 Airport Master Plan should be addressed.

The land use impacts on agriculture lands located within the City limits versus land outside the City limits. The land use impacts should be addressed with respect to the question "*Why was the agricultural land annexed to the City?*"

5. ITEM NO. 6, Page VIII-A/C-6

Noise - Increase in noise levels due to aircraft operations. The expansion of the airport to allow large aircraft would, in fact, change the location of the noise contours. The report does not address noise factors due to airport expansion to allow larger aircraft to fly over the community and surrounding areas.

Noise from flyovers would effect existing residential areas and other land use alternatives.

The health and safety of large aircraft flyovers would also effect the existing residential, schools, and other land use alternatives.

6. ITEM NO. 10, Page VIII-A/C-6

The reasons outlined in the report, Items 5 through 11, study the effects of the Master Plan FOR environmental impacts upon the existing community and adjacent lands. These items are required for both the impacts from the existing airport use and the proposed airport expansion.

7. PROPOSALS OF THE AIRPORT MASTER PLAN

IMPACTS: ITEM 4: The probability that air quality would be negligible after several thousand instrument touch and goes with power-off and power-on is highly unlikely.

If each aircraft engine (large aircraft) were equivalent to an automobile or truck, the several thousand trips would be a substantial increase in air quality.

Item 5: Throughout the report the noise and safety is identified as significant effects upon the land use designations. In this statement, it projects that noise would violate no State Standards.

MITIGATION MEASURES: ITEM 1: The effects of a parallel runway must be considered if the project continues to consider the option to preserve the right to construct the runway.

Throughout the report the writer identifies the noise and safety designation for overflight of aircraft over Area 4 and Area 5 (see

Figure IV-4) Page IV-A-17 and recommends that the areas remain in open space. In addition, Areas 6 and a portion of 3 were also identified at having potential overflight noise and safety problems recommending that low density designations by Specific Plan No. 1 be followed.

In contrast, the overflight identification lines shown on Figure VIII-4 would reverse causing runway 30 overflights to pass over Areas 7, 11 and 12. If it were true that overflights noise and safety in landing patterns over the areas West of the approach zone were significant, then the same would hold true over the existing developed areas East of the approach zone caused by the construction of a parallel runway. Figure VIII-4 does not reflect the traffic pattern for a parallel runway.

ITEM NO. 3: The basic utility I airport predominately houses single engine aircraft. An ILS System would allow an instrument rated pilot to land in a precision approach. Most non-commercial pilots are probably not instrument rated. The report does not identify how many pilots using the Madera Airport could in fact, use an ILS system. A non-instrument rated pilot could not land even if an ILS system were installed. In inclement weather requiring a precision approach, the Fresno Air Terminal provides the emergency facilities.

This report is inadequate and does not fully address the impacts on the existing community and schools regarding noise and safety generated by providing large aircraft training under precision approach conditions.

The benefit may provide a select few of instrument rated local users of the airport, while the existing community is impacted through the constant approach of large aircraft at low altitudes over the City.

Policy Decisions - Page VIII-A/C-14

The assurances may be obtained by the airport environs to obtain in fee title those right-of-ways required to maintain a zone free of obstructions for safe airport operations.

The EIR contains the observation that the different land use proposals submitted to the City *"raise different questions with respect to airport compatibility. Consequently, each deserves to be judged separately on the merits."*... We strongly agree with this statement,

and we further suggest that the City establish an appropriate forum for review of these proposals.

8. SECTION D, Page VIII-D-I

Environmental impacts and mitigation measures including impacts which can not be avoided.

The report identifies the plan if adopted to have a number of secondary effects resulting in the development of vacant and agricultural lands within the planning area boundary.

Page VIII-D-4: Mitigation measures should also include the minimal use of stop signs and the creation of thru streets to minimize stop and go.

Third paragraph, Page VIII-D-7, fails to include the plan to incorporate a parallel runway and the extension of facilities and zones for a General Utility Stage II airfield.

IMPACTS: The second paragraph implies that all pilots are instrumented rated and that an ILS system installed at the airport will benefit all pilots. The report is misleading by not recognizing the number of users versus non-instrumented rated pilots (local residences).

The report does not emphasize that the major users of an ILS system will be commercial particularly training facilities for commercial pilots.

The report should identify conflicts with small private aircraft versus large aircraft making touch and go practice landings.

The report also does not discuss the impact with respect to a man operated tower versus no tower operations.

The report does not identify the taking of land for approach zones, the impact on both existing developed and vacant land use and the financial burdens.

This General Plan and Airport Master Plan must mitigate and develop a reasonable approach to the impacts upon the community and land use in joint appreciation between the community and property

owners and the City Airport use.

The fact that FAA needs more training facilities should not be a deciding factor to impact the City, the people, the property owners and many others in order to establish a commercial need that has no direct in line benefit to the community.

MITIGATION MEASURES: ITEM 2: Additional mitigation should be added.

- c. By not establishing an ILS, the increased air traffic is eliminated.
- d. By not establishing an ILS, the need for extended approach zones can be eliminated.
- e. By not establishing an ILS, the noise levels from large aircraft are eliminated.
- f. By not establishing an ILS, the impacts relating to large aircraft airport use on existing community and adjacent lands are eliminated.

9. PROVIDING A PARALLEL RUNWAY, Page VIII-D-11

The option to include a parallel runway for future needs must be included as a potential impact and mitigation measures provided to eliminate noise and safety over existing residential and commercial areas.

This report identifies land use areas West of the airport as being impacted by noise and safety and recommended open space zones and restricted densities.

A parallel runway would under similar conditions reverse the overflight patterns to the East, thus, impacting the existing developed areas easterly of the airport.

If the present airport impacts the lands to the West, then all the existing developed areas to the East will, likewise, be impacted by the construction of a parallel runway.

Therefor, the statement "*No mitigation measures are required*" is inadequate and does not address the potential impacts of a future parallel runway.

IMPACTS: The master plan listed noise, hazards to flight, and safety on the ground as having impacts on land use.

The Airport Master Plan and this report identified the above impacts as effecting all the lands lying West of the RPZ and the IAZ Area 4 and 8. The reports further recommend that Areas 6 be low density 12,000 sq. ft. minimum because of the above impacts.

The fourth Paragraph states that the proposals of the Airport Master Plan are consistent with the General Plan.

It should be noted that the Airport Master Plan when completed was not consistent with the 1982 General Plan or the 1981 Specific Plan or its amendments.

The 1991 General Plan was made consistent with the recommendations of the Airport Master Plan.

The EIR was to address the impacts of the expanded plan to determine what impacts would be placed upon the community and surrounding lands.

The acceptance, without merit, the Airport Master Plan and its recommendations does not fit the impacts or mitigation outlined and in other sections of the Environmental Report.

The Environmental Report does not indicate that noise or safety hazards exist outside the zones, however, the Environmental Report agrees with the land restrictions placed on the lands outside the approach zone areas by the Airport Master Plan, the Specific Plan and the proposed 1991 General Plan. These reports are in conflict with the findings of the EIR.

10. SECTION E - ALTERNATIVES TO THE PROPOSED ACTION

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Alternate land use proposals should identify specific requirements for aircraft approach zones and provide a reasonable transfer of density to lands outside the RPZ, IAZ, and the ERCZ.

Since these zones are being taken to accommodate airport use, the land should be purchased or donated with an agreement by the owners for appropriate density transfers outside the restricted zones.

In addition, since the areas outside the Restricted Zones pose no noise or safety hazards to the public, there should be no special restrictions placed on the property.

The area West of the IAZ restricted zone should be changed on the General Plan to (LD) low density in lieu of open space.

It should be noted that the airport will purchase all restricted lands or negotiate a fare trade with land densities to compensate the land owners for the lands taken for airport use.

The alternatives to purchasing the lands would be to allow development with density transfers within the approach zones or reasonable development of the land.

A restricted land use with no density should not be acceptable (see second paragraph under *"The safety of persons on the ground"*, Page VIII-E-8).

Alternative residential proposals in relation to land use compatibility.

1. The Berry/Wyle recommendation includes restrictions of a parallel runway, however, the report did not address the impacts of a parallel runway on the community or land use.
2. The cloud property impacts by crop dusters were not addressed in this report.
3. The Berry Home Ranch - with the exception that none of the Home Ranch property falls within the 1,000 foot wide ERCZ.

Figure VIII-4, Page VIII-E-10 indicates that no aircraft on approach flies over the Home Ranch property eliminating overflight single event noise.

Impact and Mitigation Measures if residential alternatives are approved.

Paragraph 1 says that the Berry/Wyle land is designated on the General Plan as low density. The map indicated open space. Agree that land should be purchased.

Agree that all land outside the 1,000 foot wide ERCZ would be developed with density transfers from the ERCZ being approved.

Do not, however, agree to a PD 12,000 zone on all lands West of the approach and extended runway zones.

An additional land use alternative should be considered within the framework of the EIR in order to provide both reasonable equity for the owners of the property adjacent to the RPZ, the IAZ and the ERCZ and to stimulate creative and harmonious planning around the airport. This alternative would consist of an "*Airport Enterprise Zone*" for adjacent lands which would include a variety of compatible mixed uses (recreational, commercial and residential) and densities. All of the uses and intensity of uses would be planned within a framework of airport planning performance standards including such items as noise and public safety. The Airport Enterprise Zone could be implemented through the development of a special Airport Development Zone (APDZ) which would include these performance standards and related conditions of approval such as land dedications and other exactions. The principal goal of the APDZ is to ensure the long term vitality of the airport by creating the opportunity to provide compatible commercial and residential land use activities in airport environs. We believe that the Airport Master Plan component of the proposed General Plan should be amended to include this creative approach in lieu of the proposed agricultural zoning, as the imposition of agricultural uses within the City will not 1) provide for recapture of revenues by the City, 2) provide for land owner equity, and 3) ensure a viable airport in the future.

11. Page VIII-E-12

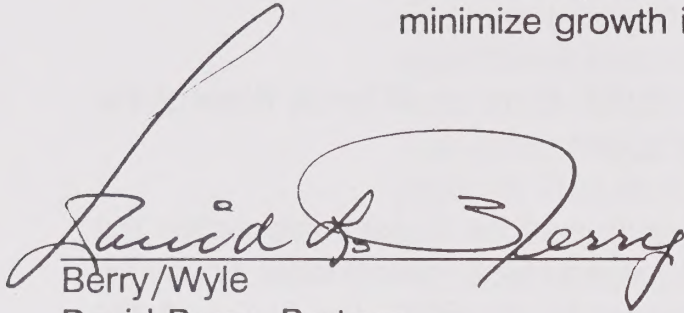
The area is not suitable for large acreage home sites. The area should be considered metropolitan area and should be developed to a reasonable density minimizing the loss of valuable prime lands.

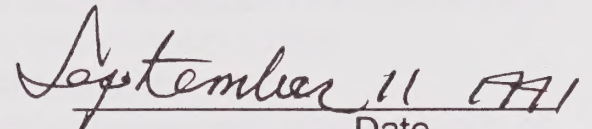
The area North of Avenue 17 and East of the Freeway provides an abundant number of country style home sites on large acreage. The area within the metropolitan area should not be wasted.

Mitigation measures recommended in the report, Page VIII-E-12 should not be accepted by the land owners.

12. SECTION H, Page VIII-F/J-2

Low density recommend should not be an acceptable alternative to minimize growth including impact.


Berry/Wyle
David Berry, Partner


Date

RESPONSE TO COMMENT LETTER NO. 12

PREFATORY REMARKS, PP. 1-3 OF LETTER. The land use issues cited are more appropriately addressed during hearings on the General Plan. With respect to potential impacts, it must be noted that the airport has been at its location for decades, and that past and current planning policy of the City has sought to protect the airport environs from inappropriate urbanization in consideration of factors of safety and general welfare, including protecting the approaches to the main runway from incompatible land use. It is not therefore incumbent on the City to change certain land use policies just because some lands long held in agricultural use may now wish to be considered for urbanization by their owners. It is appropriate for the City to consider the merits of such proposals as part of General Plan deliberations.

GENERAL REMARKS, PP. 3-6 OF LETTER.

- A. Noise environment. Comment noted.
- B. Densities. Comment noted.
- C. Airport land use policy. The differences of opinion are noted. **Airport Master Plan:** The General Plan addresses land use impacts of the proposals of the Airport Master Plan, based on proposals of the Master Plan. These proposals are shown on Figure IV-4 of the General Plan and are described under "Airport Vicinity Land Use Policy" on pp. IV-A-16 through IV-A-19. **Noise Levels:** See discussion under para. C, Letter No. 11.
- D. Land Purchase within the Inner Approach Zone. Comment noted.
- E. Noise and Safety within the Outer Approach Zone. Comment noted.
- F. Overflights re Parallel Runway. **Impact on Compatibility Zones 4 and 12:** Comments are noted and accepted. **Zone 4 Overflight:** The accuracy of the extent of overflight of Zone 4 as depicted on Figure VIII-4 has been questioned by the Airport Land Use Commission because of the methodology employed by the observer. **Open Space Justification:** As a basic principal of airport planning, the designation of open space in the immediate environs subject to overflight is always the best land use policy in the interests of safety to people in an aircraft and people and property on the ground. The need for open space increases with decreases in the altitude of aircraft in the landing pattern. The extent of protection desired outside of the Runway Protection Zone, and within and adjacent to Inner and Outer Approach Zones is a matter for local policy decision, since open space acquisition may not always be financially feasible.

Open Space Impacts on Zones 4 and 5 (Item C,1): As noted previously [see para. C, Letter No. 11], the 60 CNEL noise contour is a State standard establishing the maximum exterior noise level to be tolerated in residential areas as a matter of public policy. It does not therefore imply that any lesser level of noise is tolerable to the people affected on the ground. **Single event noise (Item C,2):** Single event noise from other modes of transportation is addressed in the Hazard Management Element of the General Plan. **ILS Approach Altitudes (Item C,3):** The statement in the Draft EIR suggesting that ILS landings will occur at altitudes lower than those under visual flight rules was in error and has been corrected. **Basis of ILS Need (C,3):** See response under para. F, Letter No. 11. **Basic Utility Designation (C,4):** The Airport is proposed to be improved

to the levels required for a General Utility Stage II facility. Whether to stay at a Basic Utility Stage I facility is a policy decision, since impacts can be mitigated under the proposed new classification.

Justification for Parallel Runway, ILS and Runway Extension (C,6): While related in physical terms, these three improvements are not proposed by the Airport Master Plan as an integrated set of improvements, but as individual components. The addition of a parallel runway and runway extension are described by the Airport Master Plan as options to be preserved. Differences in opinion are noted.

- G. Zone 6 Densities. Opinion is noted. The EIR does not have to identify the differences between General Plan proposals and Specific Plan No. 1, in that if any conflict occurs, the proposed General Plan (once adopted) will govern. There is no change from the basic land use designation. The PD 12,000 zoning designation of SP #1 is within the Low Density Residential range.
- H. Impacts on Zones 7,11 and 12. See response under para. G, Letter No. 11.
- I. Impacts of ILS, Parallel Runway and Runway Extension on Developed Community. Difference of opinion is noted. See response under para. H of this letter. The proposals of the Airport Master Plan to preserve the options for possibly extending the main runway and providing a parallel runway in the future do not constitute a project for purposes of CEQA. Environmental assessment will be required at such time as they may become project proposals for airport improvement. Corrected discussion of ILS impacts has been provided [see para. C, Letter No.2].
- J. Airport Noise. The discussion of potential adverse effects of aircraft noise in potential residential areas outside of the 60 CNEL noise contour is legitimate for the reasons described in response to Letter No. 11 (the annoyance factor) and because of very loud single event flyovers that occasionally occur.

DRAFT EIR REMARKS, pp. 7-16 OF LETTER.

- A. Scope as Identified by Initial Study. Noise: All of the comments here extend well beyond the subject of noise. Notwithstanding this problem of organization, all of the topics cited on the remainder of page 7 of Letter No. 12 have been covered previously in this response to comments.

Note: Because of the problems posed by the organization of remaining comments in the letter, the responses which follow have been organized by subject matter as appropriate.

- B. Land Use. As a summary statement, Item 8 on page VIII-A/C-3 does not have to include all of the topics cited by the commenter.
- C. Transportation. The Initial Study was prepared before the Airport Master Plan was included as part of the General Plan EIR.
- D. Reference to Page VIII-A/C-5. The Notice of Preparation was prepared before the Airport Master Plan was included as part of the General Plan EIR. All of the airport-related aspects are listed at the top of page VIII-A/C-6 reflecting the City's determination to include the Airport Master Plan as part of the General Plan and General Plan EIR.

- E. Item No. 6, page VIII-A/C-6. See previous response to Letter No. 11, beginning with para. C.
- F. Item 10, page VIII-A/C-6. Only the environmental impacts of the proposed airport expansion need to be studied as part of the General Plan EIR.
- G. Proposals of the Airport Master Plan. This subject is described on pp VIII-A/C-12, 13 and 14. **Impact 4 - Air Quality:** Despite the 65,000 annual aircraft operations estimated by the Airport Master Plan, this number of operations is minuscule from an air quality standpoint as compared to more than 150,000 vehicle trips that occur within and through the community each day of the year. **Impact 5 - Noise:** See previous response to Letter No. 11, para. C.
- Mitigation No. 1 - Noise and Safety:** See previous responses, Letter No. 11, including reference to flawed methodology in preparing Figure VIII-4. **Mitigation No. 3 - Basis of ILS Need:** See para. F, Letter No. 11.
- Policy Decisions Concerning Residential Alternatives:** Comments are noted. Response not required.
- H. Item No. 8, Impacts and Mitigation Measures. All of the comments have been covered in response to other paragraphs in this letter or in Letter No. 11. Further response would be unnecessarily redundant.
- I. Item No. 9, Parallel Runway. All of the comments have been covered in responses to other paragraphs in this letter and Letter No. 11. Further response would be unnecessarily redundant.
- J. Item 10, Alternatives. The alternatives discussed in Section E of Part VIII cover all of the reasonable alternatives necessary for the purposes of CEQA. While density transfer is described as one approach, it does not also have to specify what the transfer policy should be in any given instance. Such discussion should more appropriately be made a part of the negotiations involved in the development review and approval process as governed by the City's zoning ordinance. **Alternative Residential Proposals:** The subject matter is covered adequately on p. VIII-E-9.
- K. Item 10, Impacts and Mitigation Measures if Residential Alternatives are Approved. An additional land use alternative is proposed, referred to as the "Airport Enterprise Zone". The merits of this proposal cannot be judged until the full proposal is submitted to the City for consideration.
- L. Item 11, Acreage Home Sites. The opinions are noted. Whether the commenter agrees or not, acreage home sites is a relevant alternative for consideration by the City under Section E of the Draft EIR.

MR. ANTON BEBAN
P. O. BOX 1196
MADERA, CA 93639
APN 06-380-03

RECEIVED
SEP 11 1991

CITY OF MADERA
PLANNING DEPARTMENT

The following comments reflect the concerns of the Draft Comprehensive General Plan and Environmental Impact Report dated July 1, 1991 prepared by the City of Madera General Plan and Airport Master Plan. The impacts and mitigations are required to be detailed sufficiently to reach conclusions that all impacts be either mitigated or not mitigated. The conclusion regarding the impacts with no mitigation available must be considered for overriding long term effects on the community and alternatives provided.

GENERAL COMMENTS

1. The subject property (APN 06-380-03) is located in the designated Area No. 6 shown on Figure IV-4 of the report.

Area No. 7 on Figure IV-4 is an approved build up Area currently developed or under development.

The designated Area No. 3 and No. 2 of Figure IV-4 cross over the subject property. The designated Area No. 3 contains both the ERCZ and the OAZ (extended runway centerline zone and the outer approach zone).

Area No. 7 of Figure IV-4 an existing developed or development under construction encompasses a greater portion of Area No. 3 North of the Fresno River containing both the OAZ and ERCZ.

The zoning on Area No. 7 of Figure IV-4 ranges from PD 6,000 residential to highway commercial.

The 1981 Airport Master Plans 20 year projection depicted the Area of influence to extend to the Fresno River.

The anticipated airport growth over the past 10 years have not developed, thus, the impacts on the community and surrounding areas due to the airport have been minimized.

The 1981 Airport Master Plan report did not suggest major land restrictions that would effect Areas No. 6 or No. 7 depicted on Figure IV-4 of the EIR.

2. The 1982 Airport Master Plan depicts the 60 CNEL contour to fall within the airport property.

3. The EIR consistently identifies noise and safety as being one of the major requirements to minimize or restrict densities within the Areas 1, 2 and 3 depicted on Figure IV-4.

Noise, however, off the property in Areas No. 1, 2 and 3 is less than 60 CNEL. 60 CNEL is an acceptable level outside a home.

4. Truck traffic, adjacent farm tractors highway noise and the railroad all generate noise levels in excess of 60 CNEL.
5. Truck traffic and adjacent farm tractors on Cleveland Avenue within Area No. 2 generate noise levels above 60 CNEL while aircraft within the same level create a noise level less than 60 CNEL.
6. Area No. 1 of Figure IV-4 is the designated RPZ (runway protection zone) for the existing Basic Utility I Airport.
7. The Area No. 2 IAZ (inner approach zone) would be required for airport expansion to increase the size from a Basic Utility I to a Basic Utility Stage II Airport.
8. The overflight areas shown on Figure VIII-4 depicts the approach paths of landing aircraft. The safety Area or approach zone is not clearly impacted until the aircraft reaches the (clear zone) runway protection zone.

The contention that the ERCZ, OAZ and IAZ (Area 2 and 3 shown on Figure IV-4) are required for safety of overflight have not been demonstrated.

9. **Report Page II-12**

Noise Environment identifies aircraft noise as being a major source of noise, however, the noise contour 60 CNEL does not encroach into Areas 2 through 8 and Areas 10 and 11.

10. **Page IV-A-7**

We agree that the (LD) low density development should maintain an average 4 to 5 units per acre.

Less than 4 units per acre should be designated (VLD) very low density.

11. **Page IV-A-16 Airport Vicinity Land Use Policy.**

The Airport Master Plan report completed in 1991 does not identify land use impacts nor does it consider mitigation measures to eliminate impacts on air

B

quality, noise or safety.

The Airport Master Plan does not identify how the rights to land use for airport purposes are obtained.

We agree that all land retained for airport use as airport or clear zones free of obstruction should be purchased in fee title.

The ILS (Instrument Landing System) impacts and mitigations have not been resolved. The impacts on the existing community and adjacent lands have not been mitigated.

12. **Page IV-A-18**

We do not agree that noise and safety in the ERCZ and OAZ have been identified as significant concerns. The acceptable 60 CNEL does not fall within the ERCZ or OAZ. The overflight of aircraft depicted on Figure VIII-4 indicates that safety of overflight over Parcel APN 06-380-03 is less than existing developed areas. The confinement of aircraft overflight is limited to the RPZ.

We do not agree that the parallel runway is required or should be constructed. The impacts upon the community and surrounding lands were not addressed in this EIR nor were mitigations included to justify the need or existence of a parallel runway.

No evidence was presented in either the APMP or the EIR that would justify the restriction for land use densities in either the IAZ or OAZ South of Cleveland Avenue for noise or safety that impacts or effects Parcel APN 06-380-03.

13. **Page IV-B-19**

The impacts upon the existing community and adjacent airport lands caused by the installation of the extended airport runway to allow larger aircraft; the installation of the ILS to allow larger aircraft and instrument landing or the parallel runway that will impact the existing developed areas can be justified or mitigated.

14. **Page VII-A/C-13 Impacts**

Item 2: The airport implies that all pilots are instructed rated and that the ILS will enhance the local pilot safety runway.

We do not agree that the IAZ is required for the existing Basic Utility I Airport.

We do not agree that APN 06-380-03 should have a development density restriction place on the property.

We do agree that all land retained for airport use be purchased in fee title.

We agree that noise and safety is not a concern in the OAZ.

The safety concerns North of the Fresno River are no greater than South of the Fresno River.

We do not agree that the PD 12,000 zoning recommended within the OAZ by the Specific Plan No. 1 is justified or required to mitigate noise and safety concerns from the Basic Utility I Airport.

The report does not identify how many pilots are instrument rated.

We do not agree that the ILS will provide safety for all the local pilots.

15. The installation of a parallel runway does not identify the impacts on property APN 06-380-03 or the existing developed areas lying Easterly of the Airport. The landing patterns depicted on Figure VIII-4 would be reversed to allow for the parallel runway.

16. **Page VII-D-7**

The impacts by the ILS on the existing community and schools were not mitigated.

17. **Page VIII-D-10**

We do not agree with the land use designation on the General Plan or the Specific Plan No. 1. Why did the City request annexation of APN 06-380-03 if it was not intended for reasonable development?

18. **Page VIII-D-13**

We do not agree that single event noise for aircraft should be a greater factor than a truck or tractor within the Area of the subject property. The report does not identify the number of trucks likely to exceed the 60 CNEL noise factor within the Area of the subject property.

There is no evidence presented that the aircraft single event noise exceeds the traffic noise generated on the collector street surrounding the subject property.

Therefore, we do not agree that the Beeman property is impacted by aircraft use for either safety or noise.

19. **Page VIII-E-11**

We agree that development should occur in zones not held in fee title by the City.

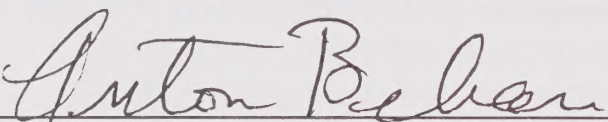
20. **Page VIII-E-12**

We do not agree with the designated land use alternative given in the second paragraph of Page VIII-E-12. The alternative constitutes the wasting of valuable prime land located near the center of the community of Madera. Developing the Area into very low density or ranch size parcels based on the evidence presented can not be justified.

The impacts upon the community, schools and adjacent lands for the expansion of the airport can not be mitigated. The Specific Plan No. 1 and the resolutions adopted to cause very low densities within the surrounding areas based on the concerns and the documented evidence for the Basic Utility I Airport can not be justified.

The Basic Utility I Airport can provide the needs of the private and corporate use. The need for a Basic Utility Stage II Airport was not demonstrated in either the APMP or the EIR.

Property Owner APN 06-380-03


Anton Beban

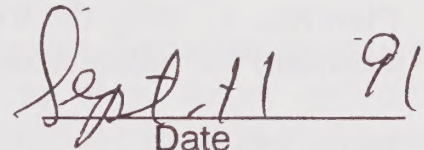
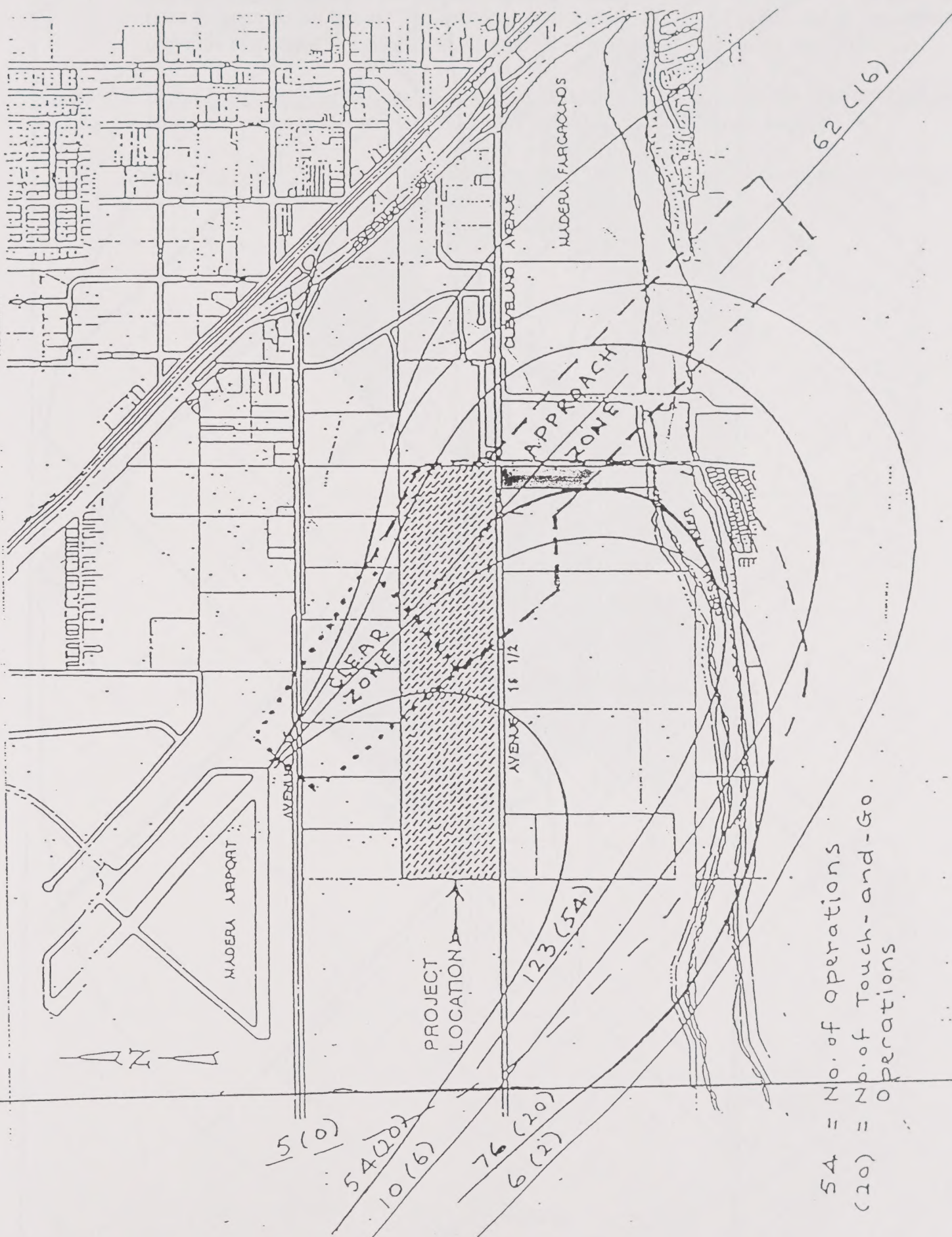

Date

FIGURE VIII-4

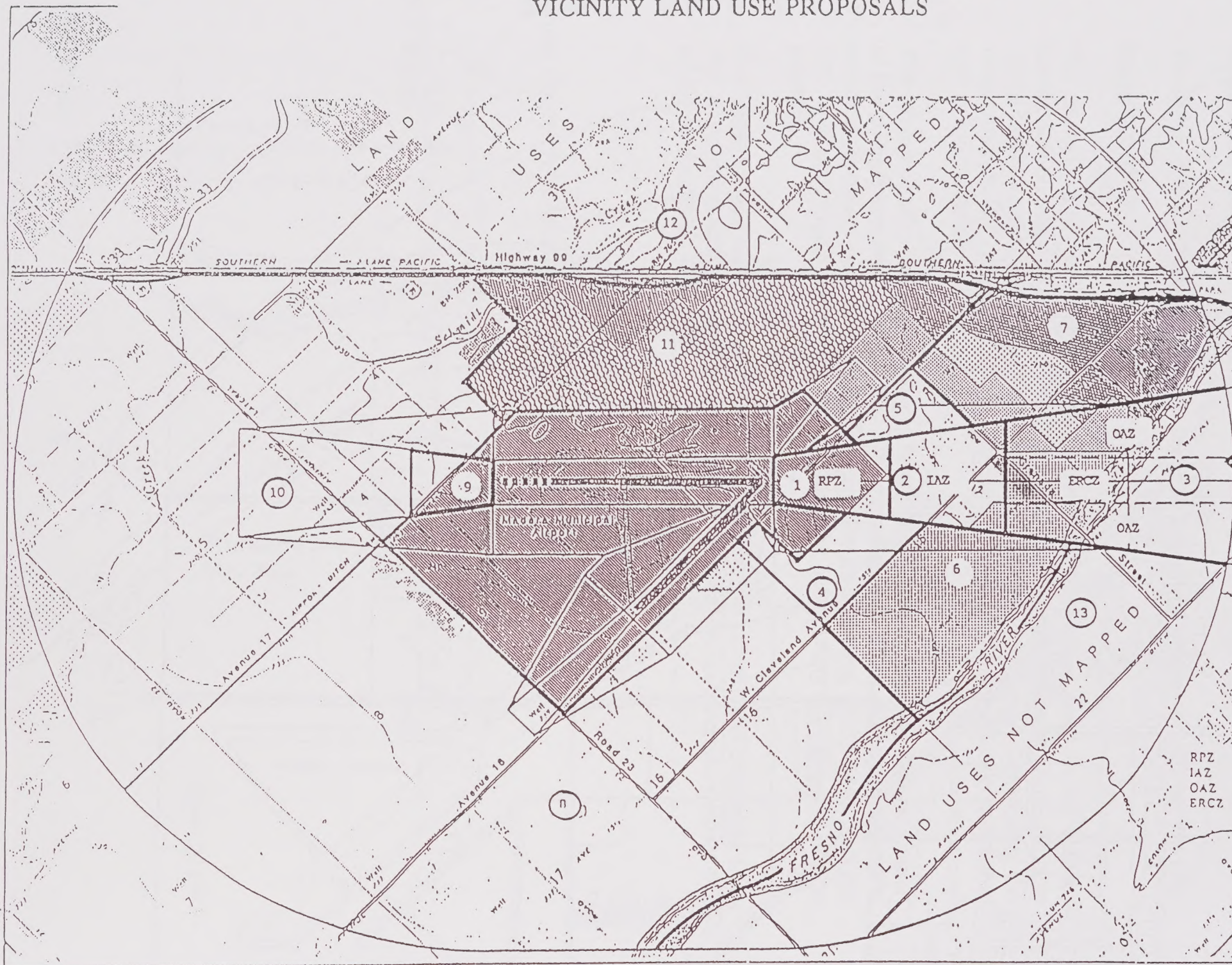
AIRCRAFT PATHS ON SOUTHEAST APPROACH TO MADERA AIRPORT



APN 06-380-03

FIGURE IV-4

RELATIONSHIP OF AIRPORT COMPATIBILITY ZONES AND AIRPORT VICINITY LAND USE PROPOSALS



LEGEND

- Commercial
- Industrial
- Agricultural
- Residential (12,000 sq. ft. per dwelling unit)
- Residential (6,000 to 8,000 sq. ft. per dwelling unit)
- Residential (Less than 6,000 sq. ft. per dwelling unit)
- Public



0 2,000
Feet

- RPZ = Runway Protection Zone
- IAZ = Inner Approach Zone
- OAZ = Outer Approach Zone
- ERCZ = Extended Runway Centerline

APR 66-5801

RESPONSE TO COMMENT LETTER NO. 13

- A. General Comments. The general comments under Items 1 and 2 on page 1 of the letter and under Item 5, page 2, are noted. No response is required. Items 3,4,6,7,8, and 9 are covered in the previous responses to Letter Nos. 11 and 12. Further response is not required.
- B. Item 11, Airport Vicinity Land Use Policy. All of the subject matter has been covered previously under responses to Letter Nos. 11 and 12. Further response is not required.
- C. Item Nos. 12 - 20. All of this subject matter has been covered previously under responses to Letter Nos. 11 and 12. Further response is not required.

RAYMOND R. & JENNIE I. CHOYE
849 ROBIN LANE
MILLBRAE, CA 94030

APN-13-030-08

RECEIVED
SEP 19 1991

CITY OF MADERA
PLANNING DEPARTMENT

The following comments pertain to the Draft Comprehensive General Plan and Environmental Impact Report. The property APN 13-030-08 is located in Area III of Fig. II-2 of the Comprehensive General Plan and Environmental Impact Report. (See attached Fig. II-2 Map) The aircraft path map, Figure VIII-4, depicts the property location (see attached Fig. VIII-4).

GENERAL COMMENTS

1. **REPORT PAGE II-2 - NOISE ENVIRONMENT**

The report says that the major source of noise is the railroad and airport. The report, however, further identifies that both the 65 and 60 CNEL's are located within the airport property. The State has accepted the 60 CNEL as an acceptable outside noise level.

The report fails to identify the Freeway, farm equipment, and or trucks on major streets as being major noise source. The property APN 13-030-08 would have partial overflights from either the runway 12-30 or runway 12-30 with a parallel runway.

2. **PAGE IV-A-7**

We agree that the low density (LD) should maintain an average density of 4 to 5 units per net acre.

Less than 4 units per acre should be considered very low density (VLD).

We agree that a density transfer should be allowed for areas with restricted densities.

3. **PAGE IV-A-9**

APN 13-030-08 property is located adjacent to property approved for development. This land should not be designated for "*Reserve Development*" or for open space.

We do not agree with the "*Open Space*" designation or the reserve "*Status Designation*".

4. PAGE IV-A-16 - AIRPORT VICINITY LAND USE POLICY

The Airport Master Plan Report is not an approved report.

The Airport Master Plan fails to identify land use impacts nor does the report outline mitigation to these impact.

The Airport Master Plan does not identify how the rights to the land designations for clear and approach zones are obtained by the City.

The next to the last paragraph on Page IV-A-16 says that safety is the primary concern, although noise levels are expected to be high in the RPZ. Fig. II-8 indicates that the 60 CNEL, an acceptable outside noise level, is solely within the airport proper and does not extend into the RPZ. (see Fig. IV-4 of the EIR Report)

We agree that all land retained for airport us as airport RPZ or IAZ should be purchased in fee title.

A small portion of APN 13-030-08 is within the IAZ area. This small portion of the property should be purchased in fee title.

The remaining portions of the land are not effected by noise or safety and should not be restricted in density and or other land uses. The property is adjacent to existing approved land for development.

An alternative to land use restrictions would be to allow density transfer for loss of land used for airport purposes.

This property is not effected by an ILS approach nor a parallel runway if approved and constructed.

We agree that the RPZ (does not effect APN 13-030-08 property) remain free of all objects and be owned by the City in fee title.

The property impacts with the installation of an ILS have not been mitigated.

We do not agree that both noise and safety have been identified as significant concerns within the IAZ. Noise levels up to 60 CNEL have been identified as acceptable levels of noise for outside areas and 45 CNEL for inside of buildings.

The APMP Fig. II-8 shows the 60 CNEL to be contained on the airport property.

A parallel runway will not effect this property including overflights.

The Basic Utility I airport does not require the IAZ.

The report does not list this property as being impacted with safety and noise. Therefore, the RCO designation "*Reserve Open Space*" is not justified. The property is adjacent to an existing approved subdivision. The justification to limit growth to Granada Avenue has not been demonstrated by the report.

The safety concerns for this property are no greater than all other surrounding property we do not agree with the RCO land use designation. We believe that the land should be designated PD 6,000. A density transfer would be appropriate for decreasing densities for the small portion in the IAZ and for the area under the overflight path.

6. **PAGE IV-B-19**

We do not agree with the recommendation of the Airport Master Plan.

The EIR has not demonstrated that the extension of the runway, a parallel runway and an ILS impacts can be mitigated.

These impacts upon the community and the surrounding lands exceed the benefits to the community. The Basic Utility I airport presently serves the community, businesses, and local industry.

The extension of the runway and the ILS will accommodate larger aircraft and training for pilots outside the community. The Report did not identify the number of local pilots instrument qualified to use an ILS. The need for a local ILS was not demonstrated by the report.

7. **PAGE VI-3**

The report identifies noise and safety as a major concern, however, airport safety is not one of the goals.

8. **PAGE VI-5**

The airport is listed as one of the major noise generators, however, the 60 CNEL contour is located on the airport property. The facts and the statement do not coincide.

9. **PAGE VIII -A/C-13 IMPACTS**

The report indicates that an ILS will enhance the local pilots safety.

The report did not identify the number of local pilots that are instrument rated. The percentage of pilot safety may be rather small.

We do not agree that the ILS impacts on the exiting community and surrounding lands can be mitigated by precision flight safety for this Basic Utility I airport.

10. **IMPACTS ON AIR QUALITY**

Air quality will be effected with the installation of an ILS allowing larger aircraft and training flights.

11. **PAGE VIII-D-7 IMPACTS**

Impacts on the community and schools with the ILS approach can not be mitigated.

12. **PAGE VIII-D-9**

We agree that the Airport Master Plan fails to identify the impacts caused by the installation of the ILS, the parallel runway, the runway extension, air quality with large aircraft and noise with large aircraft.

The EIR fails to identify the large aircraft noise impacts.

13. **PAGE VIII-D-10**

We do not agree with the RCO designation on the General Plan no the recommendations of the Airport Master Plan or the EIR.

This land APN 13-030-08 has been in the City of Madera for a number of years without improvements. The RCO designation on the GP is not an appropriate designation.

We do not agree with the reports recommendation for very low density designations.

The proposed airport expansions create a major impact upon the existing community that can not be mitigated.

We agree with the reason to not extend the runway and to not install the ILS.

The report fails to identify the parallel runway impacts.

14. **PAGE VIII-D-13**

We do not agree that single event noise would be a major factor for APN 13-030-08.

If aircraft single event noise is a major concern why omit a tractor, a truck, or train.

15. **PAGE VIII-E-11**

We agree that development should occur in the zones not purchased by the City. Density transfer may be negotiated per the development.

16. **PAGE VIII-E-12**

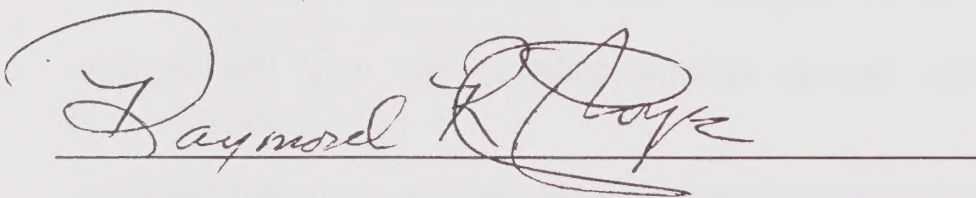
We do not agree with the designated alternatives given in the report to limit densities to large parcels. The prime land located in the City is not suitable for farming on a small scale basis. The land should not be wasted by developing ranch size parcels.

The Airport Master Plan does not identify the impacts on the community nor does it provide an justification for the land use designations recommended in the report. The City's land use designations, based on the Airport Master Plan recommendations, shown on the General Plan, the Specific Plan and resolutions of the Council were based on undocumented facts. The EIR specifically identifies impacts caused by the proposed airport expansion that can not be mitigated. If the expansion does not occur, the impacts would be mitigated.

The Basic Utility I airport provides all the needs of private and corporate use.

The need for a Basic Utility Stage II airport was not demonstrated in either the Airport Master Plan or the Environmental Report.

Property owner APN 13-030-08

A handwritten signature in cursive script, reading "Raymond R. Choye", is written over a horizontal line.

Raymond R. Choye, Owner
849 Robin Lane
Millbrae, CA 94030

Attachment: Fig. II-2
Fig. VIII-4
Fig. IV-4

FIGURE II-2

LAND USE SURVEY BOUNDARIES, MADERA PLANNING AREA

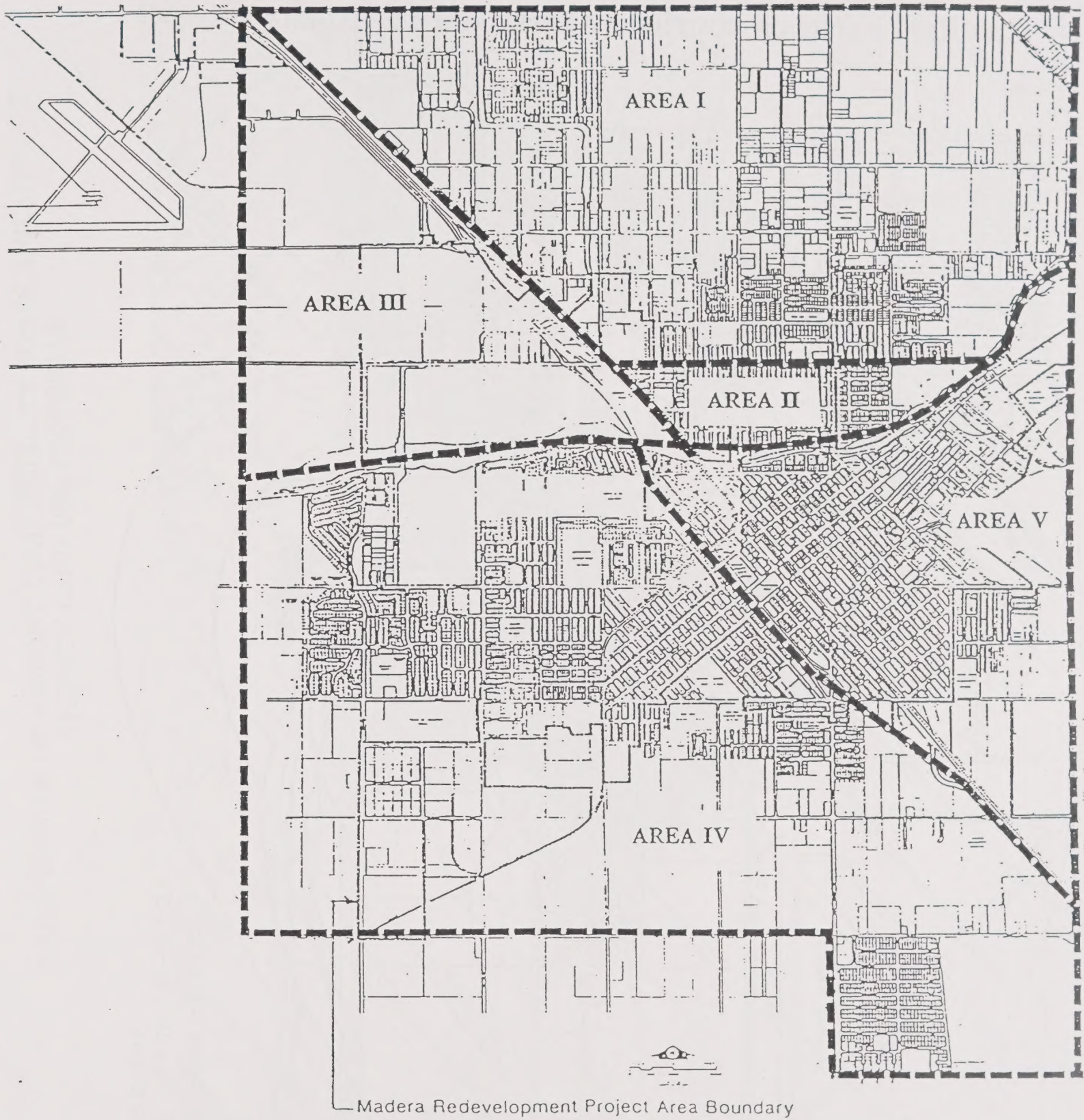


FIGURE VIII-4

AIRCRAFT PATHS ON SOUTHEAST APPROACH TO MADERA AIRPORT

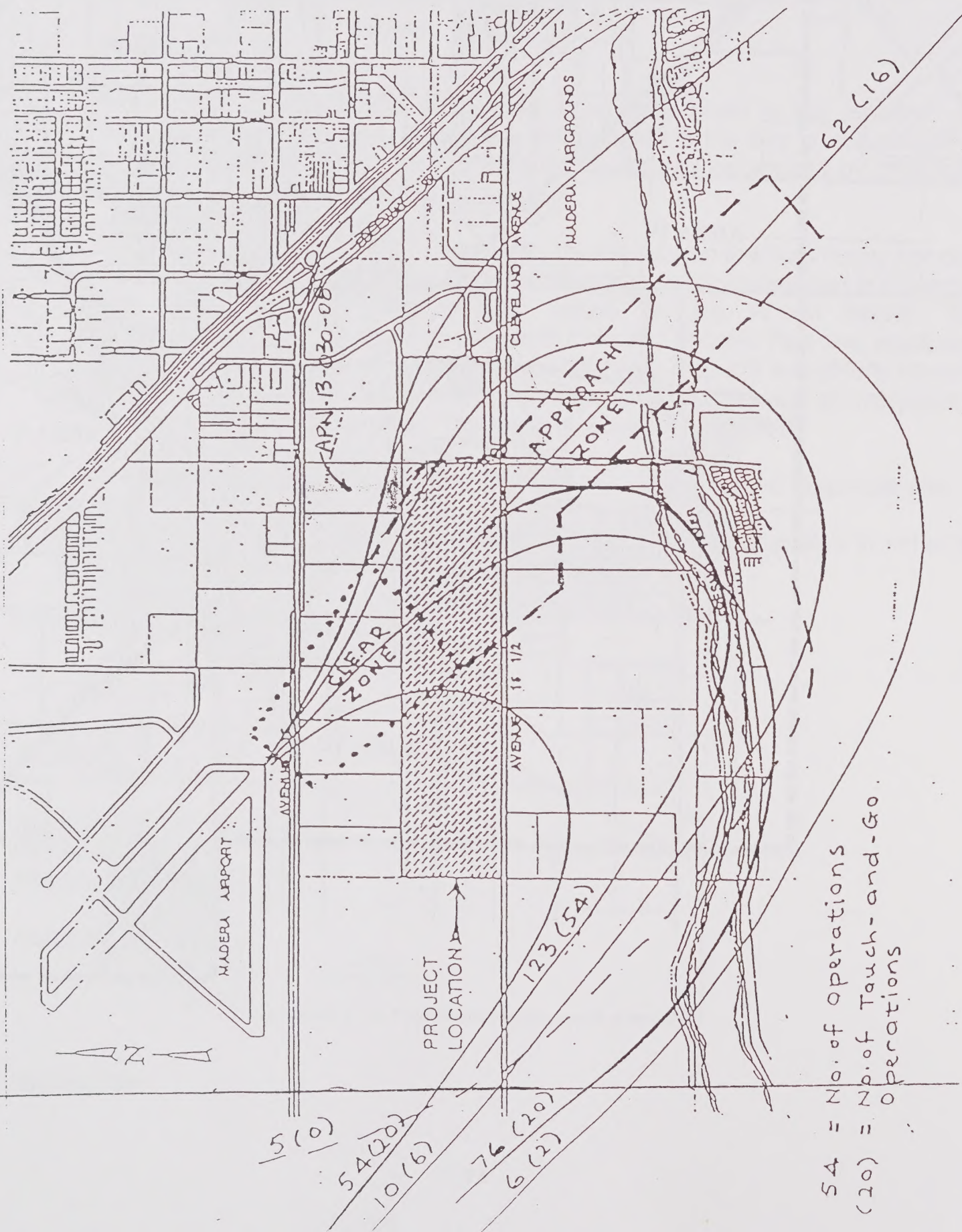
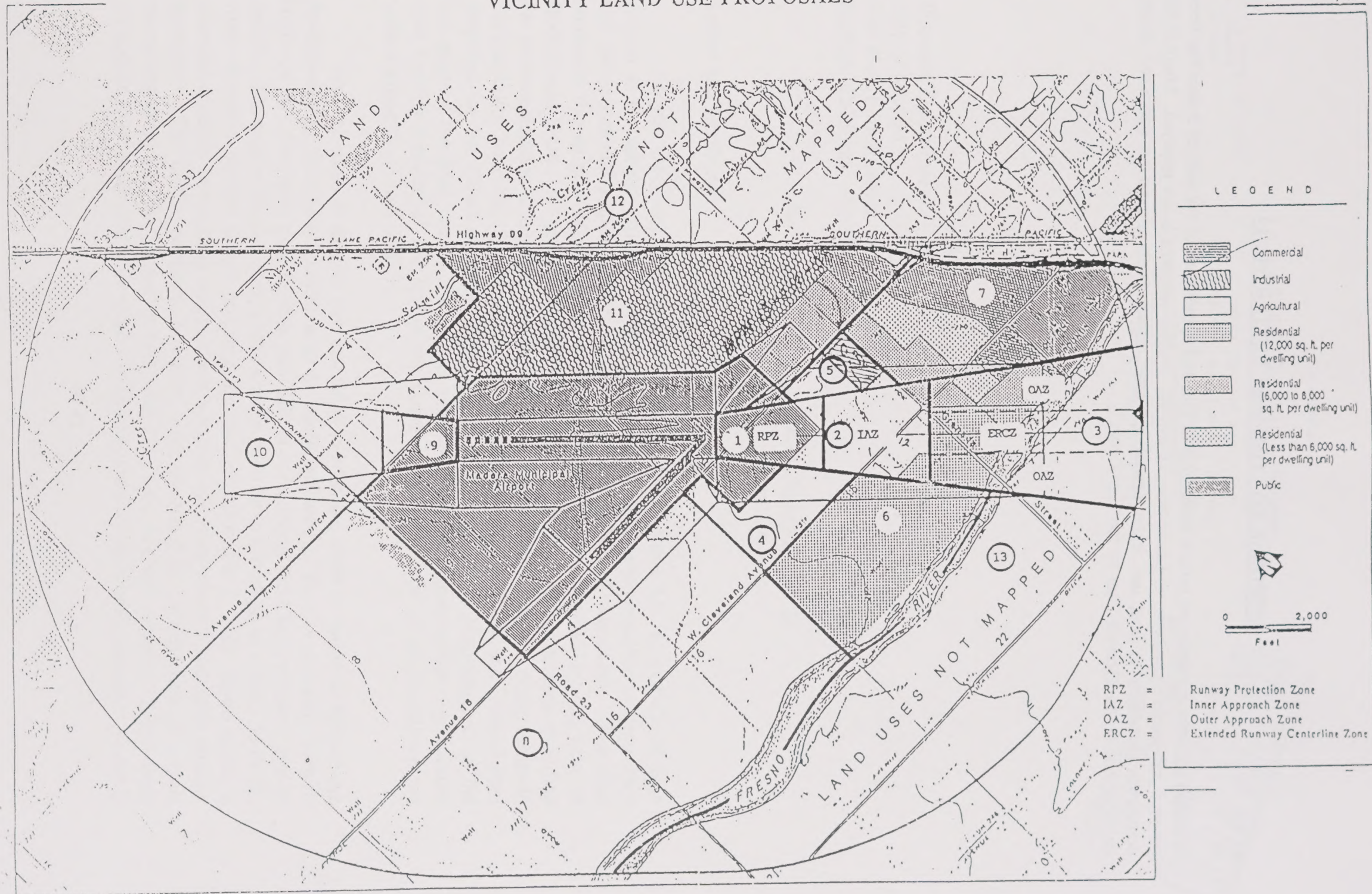


FIGURE IV-4

RELATIONSHIP OF AIRPORT COMPATIBILITY ZONES AND AIRPORT VICINITY LAND USE PROPOSALS



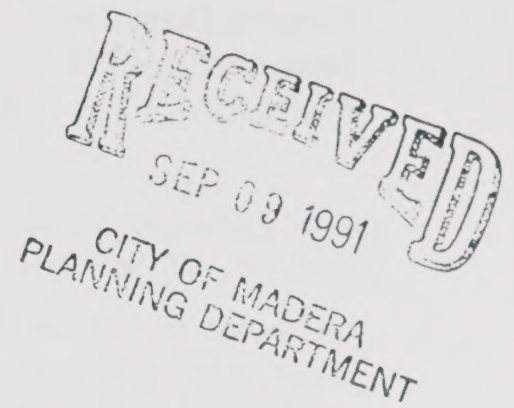
RESPONSE TO COMMENT LETTER NO. 14

With the possible exception of certain statements of fact and opinion, all of the subject matter has been covered previously in response to Letter Nos. 11 and 12. Further response is not required. Many of the comments pertaining to land use recommendations more appropriately should be addressed during deliberations on the General Plan by the City Council.

SHERWOOD GREEN (1914-1978)
DENSLOW GREEN
MITCHELL RIGBY

LAW OFFICES
OF
GREEN, GREEN & RIGBY
219 SOUTH D STREET
POST OFFICE BOX 1019
MADERA, CALIFORNIA 93639
TELEPHONE (209) 674-5656
FAX (209) 674-8228

September 9, 1991



Planning Department
City of Madera
205 West Fourth Street
Madera, California 93637

Re: Cloud Property between Roads 23 and 24
South of Madera Municipal Airport

Ladies and Gentlemen:

As you are aware, I represent Mr. Ronald Cloud and Mr. Steven Cloud with respect to the subject property. We have reviewed the Comprehensive General Plan and Environmental Impact Report prepared by Grunwald and Associates. The plan considers the Airport Master Plan proposed for the City of Madera by the firm of Hodges and Shutt. As you are aware, the Planning Commission has already modified the recommendation to the City Council by way of approving residential construction in Compatibility Zone No. 8 which includes the Cloud property. While the General Plan proposed for the Cloud property, as shown on the General Plan Map attached as the last page of the draft, limits the subject property to Rural Conservation Agricultural Low Density Residential, the text of the General Plan considers Urban Density on the subject property (See VIII-E-9).

As is obvious to all who live and work in Madera, there is reason to believe the development of the city will continue to the north and west of the city generally west of Highway 99. The draft general Plan and EIR in considering the Cloud property makes specific reference to the fact that, given a noise contour in the range of CNEL 50 to 55, urban densities on the Cloud property are not unreasonable. The report notes a potential problem concerning single event noise levels from aircraft and crop dusting operations. The CNEL contours, however, were produced in consideration of airport operations along both the "main" runway and the "crop dusting" runway. Safety does not appear to be a concern with respect to development of the Cloud property. There is

no reason to believe that residential development of the Cloud property will provide other than safe and aesthetically pleasant living circumstances. The impact on agricultural land can be considered a trade off in that residential development will occur only to the extent of the pressure for such development experienced in the City of Madera. Growth in one area of the city will reduce the pressure for growth in other areas.

At Page VIII-E-15, Grunwald and Associates describes the Environmentally Superior Alternative as being the "no project" alternative. Such an alternative is immediately described as not a practical alternative pursuant to state law. Excluding the "no project" alternative, the most environmentally superior alternative is described as the General Plan as proposed with or without additional residential development in the vicinity of the municipal airport under the variety of conditions and options described in Section E. We urge the continued consideration by the Planning Commission and the City Council of the practical development by means of residential use of the Cloud property south of the airport.

We are happy to respond to any inquiries of the Planning Commission and the City Council and look forward to the opportunity to appear before all bodies considering the General Plan.

Should you have any questions, please feel free to contact me.

Very truly yours,

GREEN, GREEN & RIGBY


Mitchell Rigby

MR:lb

RESPONSE TO COMMENT LETTER NO. 15

Comments are offered in support of allowing residential development on the Cloud property which extends south of the airport on either side of Cleveland Avenue between Roads 23-1/2 and 24. No further comment is required.

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SHERWOOD GREEN (1914-1978)
DENSLOW GREEN
MITCHELL RIGBY

September 9, 1991

RECEIVED
SEP 09 1991
CITY OF MADERA
PLANNING DEPARTMENT

Madera City Planning Department
205 West Fourth Street
Madera, California 93637

Ladies and Gentlemen:

This firm represents members of the Massetti family who own real property along Lilly Street in the immediate vicinity of the proposed junior high school. The Comprehensive General Plan and Environmental Impact Report draft proposed describes the area in that vicinity as being operated for other than commercial and industrial use. On behalf of the Massettis, we hereby object to the characterization of the property in that fashion in that such a characterization is not required by the environmental circumstances of the subject properties.

The city has deemed it appropriate to permit the placement of a junior high school immediately across Lilly Street from property zoned for commercial and industrial use. The uses as zoned currently have been deemed compatible. Any change presently to a less dense residential type use will result in the loss in value of the subject property to Massettis and others in the immediately vicinity.

On behalf of the Massetti family, we would appreciate the opportunity to address you specifically with respect to land use in this area. Should you have any questions, please direct your inquiries to this office.

Very truly yours,

GREEN, GREEN & RIGBY


Mitchell Rigby

MR:lb

RESPONSE TO COMMENT LETTER NO. 16

The Massetti family objects to the designation of property adjacent to the new Junior High School for Low Density residential when it has been zoned for commercial and industrial use for some time. While this poses a land use issue, it is one having significant potential for adverse environmental impact if the General Plan designation were to be changed to commercial and industrial. The current zoning is not and has not been consistent with the General plan for many years, and should have been changed to residential as required by State Law.. Industrial use would conflict directly with the new school and introduce truck traffic and noise that would be inimical to the interests of the neighborhood and the public investment in school facilities.

RESOLUTION NO. 92-91

RESOLUTION OF THE CITY COUNCIL CERTIFYING
THE FINAL ENVIRONMENTAL IMPACT REPORT FOR
THE COMPREHENSIVE AMENDMENT OF THE MADERA
GENERAL PLAN.

WHEREAS, the City of Madera in 1989 embarked on a program to amend and consolidate the various elements of its General Plan on a comprehensive basis; and,

WHEREAS, a General Plan Advisory Committee was appointed in January 1990, and assisted the City's Planning Consultant in preparation of the Draft General Plan; and,

WHEREAS, an Environmental Impact Report was prepared in conjunction with the General Plan Update based on an Initial Study and Notice of Preparation distributed to local agencies and groups and the California State Clearinghouse in accordance with the Environmental Quality Act on April 1, 1991 (SCH# 91042043); and

WHEREAS, the Environmental Impact Report focused on the secondary effect that could be expected to follow from adoption of the General Plan, and is not as detailed as an Environmental Impact Report on a specific project which might follow, and does not focus on speculative impacts of those types of projects; and,

WHEREAS, the Draft Environmental Impact Report and the Draft Update of the General Plan were distributed on July 26, 1991, for public review and comment to the various local agencies and groups identified in attached Exhibit "A", and notice of its availability was given by published notice on July 30, 1991, in conjunction with a Notice of Completion filed with the California State Clearinghouse, as required by the Environmental Quality Act, on July 31, 1991; and,

WHEREAS, A Final Environmental Impact Report was prepared, which contains copies of all letters and comments received from various public agencies, groups and individuals, along with responses to those comments, and with recommended revisions in the Draft General Plan; and,

WHEREAS, notices of the joint City Council and Planning Commission hearings on the Draft Environmental Impact Report were published as eighth page advertisements on October 30 and November 12, 1992; and,

WHEREAS, over 6,000 individual post cards were also mailed to property owners in the City in an effort to provided adequate public notice of the hearings on the Draft Environmental Impact Report; and,

WHEREAS, the City Council and Planning Commission met in joint public hearings on November 19, December 3, 1991, and January 7, February 4, March 3, March 17, April 7, June 10, and September 1 1992, to receive public input and comments and evaluate the draft Environmental Impact Report; and,

WHEREAS, the Planning Commission has met in continued public hearings and workshops on April 21, May 26, June 23, July 28, August 25, September 9, September 15, and September 22, 1992, for the purpose of receiving, reviewing and responding to the public comments and recommendations; and

WHEREAS, the City Council has met separately in continued public hearings on May 4, July 6, August 3, September 8, and October 5, 1992, for the purpose of receiving and reviewing public input, and reviewing deliberating on recommendations made by the Planning Commission; and,

WHEREAS, the Planning Commission has concluded its hearings and has reviewed and considered the information contained in the Environmental Impact Report, and the Environmental Impact Report has been recommended for certification by the City Council in the form of Planning Commission Resolution No. 1558; and,

WHEREAS, further public notification for the City Council hearing was published as eighth page advertisements in English and Spanish on September 25, 1992.

NOW THEREFORE BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF MADERA AS FOLLOWS:

1. The City Council does hereby find that the Environmental Impact Report has been prepared and completed, and has been reviewed and considered in accordance with the California Environmental Quality Act, Public Resources Code Section 21000 et. seq.

2. The City Council does hereby certify that it has evaluated all comments received from persons who have reviewed the Draft Environmental Impact Report during the public review period and the public hearings.

3. The City Council does hereby certify the Environmental Impact Report and adopt the attached Findings of Fact, Statement of Overriding Considerations, and Mitigation Monitoring Program, based on the following findings:

A. The Environmental Impact Report has analyzed the likely significant environmental impacts associated with the proposed Comprehensive Update of the General Plan, and proposed mitigation measures as identified in attached Exhibits "B" and

"C", and alternatives to avoid or lessen those impacts as identified in attached exhibit "G"; and,

B. Except as set forth in Exhibit "D", Summary of Significant and Unavoidable Impacts, the significant effects identified in the Environmental Impact Report have been avoided or reduced to a level of insignificance as set forth in Exhibits "B" and "C"; and,

C. The proposed mitigation measures are feasible and adequate to mitigate most of the remaining significant impacts identified, and such measures are within the responsibility or jurisdiction of the City; and,

D. The alternatives discussed in the Environmental Impact Report represent a reasonable range of alternatives to foster informed decision-making and public participation; and,

E. The impacts identified as significant and unavoidable set forth in Exhibit "D" are overridden and outweighed by the economic, social, housing and other benefits set forth in Exhibit "E". Each of these benefits, independently of the others, justifies approving the General Plan, notwithstanding all of the impacts listed in Exhibit "D"; and,

F. The changes made in the Draft Environmental Impact Report and Draft Update of the General Plan subsequent to the circulation of the Draft Environmental Impact Report for public review and comment have been clarifications, minor amendments and implementation of mitigation measures. These changes do not represent substantial new information in the Environmental Impact Report. In addition, the modifications in the the General Plan

are not expected to have environmental impacts that were not covered in the Draft Environmental Impact Report.

4. The City Council further adopts the mitigation measures contained in attached Exhibit "B" with the revision of the mitigation measure for impacts on school facilities and services as noted in attached Exhibit "C".

5. The impacts identified as significant and unavoidable set forth in Exhibit "D" are overridden and out weighed by the economic, social, housing and other benefits set forth in Exhibit "E". Each of these benefits, independently of the others, justifies approving the General Plan, notwithstanding all of the impacts listed in Exhibit "D"; and,

6. The City Council also further finds that the mitigation monitoring program proposed by the Environmental Impact Report and as identified in attached Exhibit "E" is adequate and will be implemented by the City.

7. The City Council also hereby certifies that the Project alternatives identified by the Environmental Impact Report have been considered and find those alternatives infeasible based on the legal, economic, social, and other considerations, as well as the more significant adverse impacts identified in attached Exhibit "F".

8. The City Council also (i) adopts the Statement of Overriding Considerations set for in Exhibit "E"; (ii) rejects the project alternatives for the reasons set forth in Exhibit "G"; and (iii) adopts the mitigation monitoring program set forth in Exhibit "F".

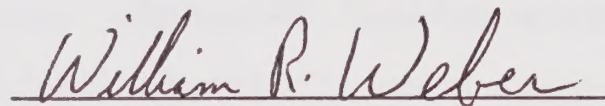
Passed and adopted by the City Council of the City of Madera
this 5th day of October, 1992, by the following vote:

AYES: Councilmembers Medellin, Scalzo, O'Rourke and
Mayor Weber.

NOES: Councilmember Wells.

ABSTENTIONS: None.

ABSENT: None.



Mayor of the City of Madera

ATTEST:



City Clerk of the City of Madera

* * * * *

EXHIBIT "A"

CITY COUNCIL RESOLUTION NO. 92-91.

Abel Tabia
FAA Airports District Office
831 Mitten Road
Burlingame, CA 94010

Marc Birnbaum
Caltrans
P. O. Box 12616
Fresno, CA 93778

State of California
Dept. of Fish & Game
1234 East Shaw Avenue
Fresno, CA 93710

State Office
Historic Preservation
P. O. Box 942896
Sacramento, CA 94296-0001

State of California
Reg. Water Qlty. Control Board
3614 East Ashlan Avenue
Fresno, CA 93726

State of California
Division of Aeronautics
P. O. Box 94273 M.S. #40
Sacramento, CA 94273-0001

State of Calif. Planning &
Research Environ. Clrghse.
1400 Tenth Street
Sacramento, CA 95814

Madera Ag Commissioner
332 Madera Avenue
Madera, CA 93637

Stell Manfredi
Co. Administrative Office
209 West Yosemite Avenue
Madera, CA 93637

Katie Beardon, SJ Valley Unified
Air Pollution Control District
P. O. Box 1312
Fresno, CA 93715

Madera County Airport
Land Use Commission
135 West Yosemite Avenue
Madera, CA 93637

James Blanton
Dir. of Environmental Health
135 West Yosemite Avenue
Madera, CA 93637

Madera County Farm Bureau
13314 Road 26
Madera, CA 93637

Madera Irrigation District
12152 Road 28 1/4
Madera, CA 93637

Madera County Library
121 North "G" Street
Madera, CA 93637

Madera Co. Planning Dept.
135 West Yosemite Avenue
Madera, CA 93637

Madera Co. Road Dept.
201 West Almond Avenue
Madera, CA 93637

Madera Co. Sheriff's Dept.
216 West Sixth Street
Madera, CA 93637

Bob Owen
Madera Unified Schools District
1902 Howard Road
Madera, CA 93637

Housing Authority
205 North G Street
Madera, CA 93637

Dan Whistler
415 Camden Way
Madera, CA 93637

Don Horal
P. O. Box 233
Madera, CA 93639

Wayne Steele
134 North Park Drive
Madera, CA 93637

H. B. Smith
204 South Gateway Drive
Madera, CA 93637

William H. Venturi
809 Willis Avenue
Madera, CA 93637

Shirley Driggs
425 No. Gateway Dr., Ste. M
Madera, CA 93637

Joe Inami
309 Lilly Street
Madera, CA 93638

Bill King
1201 DeCesari Avenue
Madera, CA 93637

Martha Lopez
328 Madera Avenue
Madera, CA 93637

Rev. Merrill Richardson
16618 Harper Blvd.
Madera, CA 93638

Jack Perialas
P. O. Box 690
Madera, CA 93639

Sam Price
1820 Howard Road
Madera, CA 93637

Wayne Van Wagner
2408 National Avenue
Madera, CA 93637

Gary Giersch
Giersch & Olson
P. O. Box 1248
Madera, CA 93639

Bob Grunwald
Grunwald & Associates
350 Rivergate Way
Sacramento, CA 95831

David Dietz
Hodges & Shutt
5010 Aviation Blvd.
Santa Rosa, CA 95401

L. B. Nelson
100 Marine Parkway, #375
Redwood City, CA 94065

Pacific Bell
220 Shaw Avenue
Clovis, CA 93612

P. G. & E.
309 South Gateway Drive
Madera, CA 93637

P. G. & E.
San Joaquin Valley Region
650 "O" Street, 3rd Floor
Fresno, CA 93760-0001

Mitchell Rigby
P. O. Box 1019
Madera, CA 93639

Terri Malone
Wilbur Smith Associates
282 Second St., 2nd Floor
San Francisco, CA 94105

Nick Pavlovich
City Manager

Margaret M. Medellin
Councilmember

William R. Weber
Mayor

Patrick O'Rourke
Councilman

Marc Scalzo
Councilman

John W. Wells
Mayor Pro Tem

Axel Christiansen
City Attorney

Nick Beck,
Acting Fire Chief

William Colston
Police Chief

Norm Hanson
City Engineer

David Chumley
Public Works Director

Leona Franke James
Community Development Dir.

Larry Hibdon
Parks & Community Services

Sam Scheider
Airport Supervisor

Herbert A. McClure
Planning Commissioner

Herman Perez
Planning Commission

Philip Hagopian
Planning Commission

Harry Nabors
Planning Commission

Barbara Roach
Planning Commission

Ralph Larsen
Planning Commission

Ross Thornton
Chairman, Planning Commission

Larry Red
Senior Planner

Carl Smith
Associate Planner

Assistant/Associate Planner

Community Development Dept.
Reference Library

EXHIBIT "B"

CITY COUNCIL RESOLUTION NO. 92-91.

FINDINGS OF FACT FOR CERTIFICATION OF THE FINAL ENVIRONMENTAL IMPACT REPORT FOR THE COMPREHENSIVE UPDATE OF THE GENERAL PLAN

IMPACTS FOUND TO BE SIGNIFICANT AND THEIR MITIGATION

EARTH

Impacts:

Extensive over-covering and compaction of the soil will occur throughout the planning area which will significantly increase surface water runoff and the extent to which soil erosion may occur during construction activities.

Mitigation Measures:

1. A requirement for positive drainage to acceptable locations for disposal.
2. Employment of dust control measures, including early paving operations through construction management.

AIR QUALITY

Impacts:

Large quantities of air pollutant emissions can be expected from both vehicle and stationary sources under full project development. This tonnage takes on even greater significance for the region when added to emissions from throughout the San Joaquin Valley.

Mitigation Measures:

1. Increase the City's commitment to provide localized transit service among residential areas and major activity centers of the community in order to reduce emissions from localized traffic.
2. Participation by major commercial and industrial employers in programs of van pooling and ride sharing, especially for employees who do not reside in the Madera urban area or near vicinity thereof.
3. Through careful attention to project design, provide for an even distribution of vehicle traffic to and from the freeway system and provide extensive landscaping to add oxygen to the atmosphere.

4. Mitigation through construction management should include: control of dust during site construction; early paving; and ability for the City to contact contractors to employ soil erosion and dust control measures.
5. Mitigation through street and highway improvements that will improve traffic capacity and reduce vehicle emissions.
6. Mitigation through transportation system management actions (TSM) may become an important means to reduce the effects of vehicle emissions, once industrial and major commercial investors become known.

NOISE

Impacts:

Noise along the Southern Pacific Railroad right-of-way may increase due to increased demand for train service by industry or by passenger service if Amtrak service is transferred from the Santa Fe Railroad. This could increase the frequency at which excessive railroad noise effects commercial and residential uses in the immediate vicinity of the SP Railroad corridor. Noise levels along roadways serving new or expanded industrial development will increase, and could become adverse where roads are also adjacent to existing or planned residential development. Point source noise at and within industrial structures or within outside areas of industrial activity may also increase, depending on operational characteristics.

Mitigation Measures:

1. Railroad noise should be mitigated through a combination of noise wall construction and landscaping along railroad rights-of-way.
2. Roadway noise should be mitigated through a combination of noise wall construction and landscaping along affected roadways adjacent to existing or proposed residential areas.
3. Point source noise should be mitigated by process engineering and building construction design which will keep noise levels at property lines within State standards.

LAND USE

Impacts and Mitigation Measures:

Land use proposals of the General Plan have been devised so as to avoid the potential for adverse impacts on the environment. Impacts that could occur are discussed under other topics described in the EIR, along with recommended mitigation measures.

RISK OF UPSET; HUMAN HEALTH

Impacts:

The potential for experiencing an upset from the malfunctioning of industrial plant equipment and from operational accidents is always present. Depending on the industrial processes involved, such risk could be one of potential damage to property and of potential threat to human life. Malfunctioning equipment and/or human error is often at the heart of industrial accidents.

Mitigation Measures:

1. A list of prohibited industrial uses having potential for plant upset should be prepared which should be considered a list of prohibited uses unless process engineering proposals can be determined to be adequately safe.
2. While there can be no absolute guarantees built into plant design that can assure against plant upset, prudent means of reviewing plant design and operational characteristics before construction can limit the potential for serious upset. This should include review of plans and industrial processes by qualified people through objective analysis.

TRANSPORTATION/CIRCULATION/TRAFFIC

Impacts:

Development under the General Plan will yield a substantial additional average daily traffic throughout the community, and especially on elements of the Arterial street system. This traffic will adversely affect arterial and collector street traffic flow, intersection traffic and State Route 99 and 145 unless substantial street improvements are provided at the time when needed as residential, commercial and industrial development occurs.

Traffic on State Route 99 is expected to increase substantially by the year 2010, with a near doubling in traffic volume. This increase will be due almost entirely to an increase in through traffic along the freeway, although some increased use by local traffic can be expected, especially for trips generated between northern and southern reaches of the community close to freeway interchanges.

Mitigation Measures

1. The Route 145 by-pass will be especially important for lessening the effects of through truck traffic on elements of the Arterial street system which provide access to and through the Central Business District.
2. It is anticipated that Caltrans will provide for through traffic increase by expanding State Route 99 to six lanes through the urban area.

3. Improvements to north-south Arterials will be accomplished to minimize use of the freeway for local traffic. The opportunity for providing a parallel Arterial west of the freeway comparable to Gateway Drive on the east side was, as a practical matter, foreclosed when the freeway was first constructed.
4. Fees for off-site Arterial street, intersection and freeway interchange improvements would be required.
5. Cleveland Avenue would require 4-lane divided construction with left turn lanes between Road 23 and Granada Drive, with six trafficlanes plus left turn lanes between Granada and the freeway.
6. Carry out street improvements proposed by the Transportation/Circulation Element, with financing in part through development fees related to the source of traffic generation.
7. Enhance intersection signalization; provide new streets, selective closure of streets, and new and redistributed off-street parking; provide off-street bikeways where feasible.
8. Improve pedestrian access from parking lots; improve pedestrian walks; provide improved emergency vehicle and off-street loading access.
9. The Avenue 16/Freeway 99 interchange will require additional lanes and ramps. The interchange is in the process of conceptual redesign to achieve a more favorable structural solution to the overpass of the railroad permit via direct connection with Adell Avenue east of the Southern Pacific Railroad right-of-way.

PUBLIC SERVICES

Impacts:

Overloading of the school system is already occurring, and the prospect of adequate financial support does not now appear to be forthcoming. Continued population growth can also be expected to adversely impact existing park and recreation areas and facilities, and the City's capabilities for assuring adequate levels of fire and police service.

The impacts of population growth over the past decade on the school district have been characterized by year-round schools, crowded classrooms, the use of portable classrooms and new school construction. In addition, the District is experiencing increased use of school sites for meeting recreation needs of the community. This has been occurring while the population growth rate of the community during the 1980's was about 3.22%. Thus, if the rate of population growth occurs at the higher rate expected during the 1990's in the range of 4% to 6%, the resulting impact on the school system could be impossible to mitigate with-

out either major new sources of funding, a reduction in the residential growth rate by the City, or both.

Mitigation Measures:

1. Working in close coordination with the Madera Unified School District, the City should monitor changes in enrollment and enrollment projections twice each year. Any sustained period of high projected enrollment increase should be considered as evidence to consider temporarily modifying or suspending growth rate policies of the General Plan in favor of a lower rate under which school facilities provide services in reasonable balance with demand.
2. In consideration of Measure No. 1, immediately above, the City and School District should consider imposing additional mitigation measures in conjunction with specific land use proposals under recent California Court decisions. Specifically under the District Court of Appeal in Murietta Valley Unified School District v. County of Riverside (1991) 228 Ca 3 1212, 279 Cal Rptr 421, a local agency may impose mitigation measures to alleviate impacts in areas with overcrowded schools. The types of projects would include legislative approvals, such as General Plan amendments and rezonings, which are not considered to be development projects subject to the school facilities law. Therefore the City is not preempted from examining the environmental impact of such projects on the school district and imposing appropriate mitigation measures. Mitigation could include measures such as additional fees, reducing density, or imposing a phasing program.
3. Consider alternative methods of financing the construction of local school facilities, including the use of Mello-Roos, Marks-Roos or other forms of assessment financing.
4. Increase the level of recreation and park development impact fees to more nearly equate with the need for new areas and facilities at the neighborhood and community level.
5. Provide for developer impact fees in support of police and fire protection services, including capital costs of fire stations and equipment.

UTILITIES

Impacts:

Adverse impacts on water, sewerage and drainage utility systems could occur if facilities required for system expansions are not provided in advance of need. This could result in system overloading to the extent where a moratorium on service connections would be required.

The extent of urbanization envisioned by the General Plan can be expected to have cumulative impacts on the natural gas and electric systems provided by the Pacific Gas and Electric Company, including gas and electric transmission and distribution facilities, substations, and gas valve/regulator lots.

Mitigation Measures:

1. Continue to authorize the expansion of water and sewerage systems in advance of need.
2. Provide for developer fee financing of off-site drainage basins in accordance with the Storm Drainage Master Plan.
3. Continue to require developer contributions to the construction of needed water and sewerage utility system improvements.
4. On-site and off-site facility requirements should be determined during the period of development project review by the City.
5. Consent agreements should be obtained from P.G. & E. concerning project improvements in the vicinity of existing utility facilities. Such agreements should be made a part of the record during development project review by the City.

PROPOSALS OF THE AIRPORT MASTER PLAN

Instrument Landing System Impacts:

The proposals for establishing an ILS and for extending the length of the existing main runway relate to questions of health and safety and land use compatibility that are both beneficial and potentially non-beneficial, depending the weight given to the pros and cons involved.

The beneficial impacts include meeting a regional need by providing much needed relief to other airports in the region which now experience congested ILS traffic. The Federal Aviation Administration has therefore identified the need for an alternate ILS equipped airport as a priority, with Madera being a good location because of its proximity to the relatively heavy aircraft activity at Fresno Air Terminal and Visalia. A second benefit of an ILS at Madera is the much greater safety afforded to local pilots who must now depend on a non-precision instrument approach involving substantially greater risk than is involved with an ILS approach. Such improved safety can also be expected to result in greater use of the airport by local pilots and businesses. Overall, the value of an ILS is that it provides a safer, more accurate approach and thus a greater margin of safety.

In consideration of these potential benefits, the Airport Master Plan establishes approach zones with dimensions that reflect the greater amount of approach protection required for an ILS through land use control. This also preserves options for the

future when commercial, package and increased corporate service may become feasible.

The potential non-beneficial aspects of an ILS also concern matters of health, safety and land use. The ILS proposal requires that aircraft approach the runway under a straight-in" approach beginning southeast of Avenue 13 near Highway 99 and following the extended alignment of the runway centerline under electronic guidance to runway touchdown. By comparison, operations under visual flight rules (VFR) occur much closer to the airport with aircraft approaching and leaving the airport as shown on Figure VIII-1. Provision for an ILS at Madera's airport introduces some additional measure of risk in that an ILS approach occurs both in bad weather and in simulated conditions where an ILS approach is practiced "under the hood". (Potentially Significant) (Note: Under an ILS approach, the altitude of approaching aircraft over the City is the glideslope used in an ILS approach under instrument flight rules is typically three (3) degrees as is the Visual Approach Slope Indicator used by pilots under visual flight rules.

The Airport Master Plan is silent on the potential hazards to longer approach over the City required by ILS approaches over the course of a year that now occur at other airports in the San Joaquin Valley already equipped with an ILS. Yet, the risks and annoyance associated with a high level of instrument training operations is a matter for legitimate concern. Pilots in training for instrument landing might be served far better by airports where a straight-in approach occurs over unpopulated and undeveloped acreage. In its discussion of limiting the risks of aircraft accidents near the airport, the Master Plan covers only the influence or urban development as hazards to aircraft. (Potentially Significant) In its discussion of the need for an ILS, the Master Plan focuses on factors critical to whether the airport would qualify for ILS funding by the Federal Aviation Administration (FAA). IN consideration of current conditions at the airport, the Master Plan addresses the prospect for ILS qualification as follows:

"Because Madera Municipal Airport has no air carrier activity or scheduled air taxi operations and only occasional military activity, it would need to have 2,000 general aviation instrument approaches on the present non-precision VOR approach. This is not forecast to happen during the 20-year planning period."

"However, the staff of the FAA's Fresno Flight Standards District Office and Fresno Approach Control would like to have an ILS established at Madera Municipal Airport. The high yield of commuter airline instrument flight training in the area has resulted in congestion at Fresno Air Terminal and Visalia Municipal Airport. The addition of an ILS to Madera Municipal Airport would provide an additional location for this high volume of flight training."

"The installation of an ILS would increase the desirability of the Madera Municipal Airport. The installation of an ILS is viewed as sufficiently likely that it is appropri-

ate to increase the forecast of based aircraft, beginning with the five-year forecast.

Another impact of establishing an ILS for instrument landings would be to prolong the noise levels generated by aircraft over the City from the southeast as compared to VFR operations. Higher noise levels will occur more frequently over a longer final approach to the runway with an ILS, thus increasing the potential for annoyance to ground activity. (Potentially Significant)

From the above, one of the bases for recommending an ILS for Madera is the regional necessity to alleviate traffic congestion at other ILS airports, such as Fresno Air Terminal and Visalia Municipal. However, information on whether additional ILS traffic could be diverted to Merced, or to other airports where a long straight-in approach over non-urban land may be possible, would be helpful. In this regard, the decision to terminate use of Castle Air Force Base as a military facility may open significant opportunities to accommodate instrument pilot training.

Mitigation Measures:

Whether or not an ILS should be approved by the City for instrument landings on Runway 30 depends on the weight given to the beneficial v. non-beneficial characteristics involved, including factors of regional necessity, local convenience, and potential hazards introduced by commercial training operations. From the standpoint of environmental analysis, it is difficult to identify compelling reasons in support of either decision. The following mitigation measures therefore address both pro and con aspects of the issue.

1. Establishing an ILS as mitigation of potential adverse impacts:
 - a. The proposals of the Airport Master Plan provide assurances that all instrument landing operations at Madera Airport can occur with a much greater degree of safety than under current non-precision conditions.
 - b. Land use proposals of the Airport Master Plan (also reflected in the General Plan) constitute means to mitigate against the potential for aircraft accidents. These proposals combine with the more extended land area that would be free of development within approach zones required for ILS capacity to improve future conditions of public safety in the air and on the ground.
 - c. ILS land use planning, approach control and design standards retain the options for commercial passenger service in the long range future. Under non-ILS approach zones, greater encroachment of residential use on the airport environs can be expected which will probably foreclose the potential for establishing an ILS in the future.

2. Not establishing an ILS as mitigation of potential adverse impacts:
 - a. By not establishing an ILS, the prospect of a significant amount of commercial pilot training under instrument flight rules and the consequent risk to life and
 - b. By not establishing an ILS, the prospect of increased noise levels from more prolonged centerline approaches during instrument landings is eliminated.

Aircraft Noise Impacts:

The potential for impacting the heart of the urban area with aircraft noise under IFR (instrument flight rules), utilizing an ILS, has been discussed under the topic of "providing an Aircraft Landing System". No further discussion of this potential impact is required.

The main impacts of aircraft noise are illustrated in Figure II-8 (see page II-13) as noise contours. The existing CNEL noise contours are contained wholly within the boundaries of the airport. The most common standards are a CNEL of 60 or 65 decibels (dBA), with 60 being recommended for Madera. The 60 dBA contour is comparable to that established as the highest level of exterior noise allowed within residential areas under State Law.

The noise effects of future 60 and 65 CNEL contours, along with areas that will be affected by single-event noise concerns, are shown on Figure VIII-2. The noise contours expected in 2010 extend slightly southeast of the existing contours shown on Figure II-8. However, they remain well within the boundaries of the airport. If a parallel runway is constructed in the future, the noise contours would also extend slightly southwest, about even with the outermost line of the single-event noise concerns boundary where it intersects with Avenue 16. (Less than significant)

Single event conditions around airports are those that may be greater for a single aircraft operational event than the CNEL noise contours would suggest, and therefore can be more intrusive. The areas to be affected by single event conditions take into account the effects of power-on landings under IFR (instrument flight rule) conditions. (Potentially Significant) The fan-shaped area of single event conditions at the southwest corner of airport property is caused by crop-dusting aircraft. However, crop duster noise could become significant if the Cloud property were allowed to develop residentially within the affected area. (Potentially Significant)

The City's Airport Advisory Commission sponsored a study of single event noise levels in January 1991. The overall results of the study indicate single event readings for landings of seven different aircraft on Runway 30 ranging from 70.7 dB for a Cessna 172 to a high of 91.2 for a Conquest. Readings were taken along the extended runway centerline about 2,500' from the approach end of Runway 30. This point is at the end of the public ownership line between Avenue 16 and Cleveland Avenue and within the Runway Protection zone. The average level for five

aircraft measured at this point was a Single Event Level of 83.6 dB.

Mitigation Measures:

1. No further mitigation is required for land use proposed in areas outside of the CNEL 60 noise contour, including residential land use.
2. Mitigation of single event conditions that exceed 60 dBA would result from not establishing an Instrument Landing System (ILS).
3. Resource Management policies pertaining to open space for managed resource production, natural and human resources, health, welfare and well-being and outdoor recreation.
4. Hazard Management policies pertaining to seismic safety, safety and noise.
5. Policies concerning residential development proposals in the vicinity of the Municipal Airport which will provide reasonable protection from the potential for aircraft accidents and adverse aircraft noise.

EXHIBIT "C"

CITY COUNCIL RESOLUTION NO. 92-91.

PUBLIC SERVICES AND UTILITIES(page VIII-D-6)

School Facilities and Services

Mitigation Measures:

2. In consideration of Measure No. 1, immediately above, the City and School District should consider imposing additional mitigation measures in conjunction with specific land use proposals under recent California Court decisions. Specifically under the District Court of Appeal in Murietta Valley Unified School District v. County of Riverside (1991) 228 Ca 3 1212, 279 Cal Rptr 421, a local agency may impose mitigation measures to alleviate impacts in areas with overcrowded schools. The types of projects would include legislative approvals, such as General Plan amendments and rezonings, which are not considered to be development projects subject to the school facilities law. Therefore the City is not preempted from examining the environmental impact of such projects on the school district and imposing appropriate mitigation measures. Mitigation could include measures such as additional fees, reducing density, or imposing a phasing program.

EXHIBIT "D"

CITY COUNCIL RESOLUTION NO. 92-91.

SUMMARY OF SIGNIFICANT UNAVOIDABLE ADVERSE ENVIRONMENTAL IMPACTS

With respect to three significant issues the City may find that the record does not support a finding that the environmental impacts have been substantially lessened or avoided by the identified mitigation measures. In such cases, the City must consider making a finding of overriding economic or social concerns pursuant to Section 15093 of the California Environmental Quality Act Guidelines. The significant unavoidable adverse impacts which cannot be mitigated to insignificance based on "worst-case" analysis of future conditions under project implementation are:

1. An incremental annual increase in the consumption of productive agricultural land for urban use. This land is designated as Prime Land under the State's Farmland Mapping Program, and its loss will be irreversible. While the total annual value of the loss of vineyard, orchards and field crops involved is very minor as compared to total County loss each year from such conversion, the cumulative impact becomes significant over time.
2. An incremental increase in the annual quantities of vehicle and stationary emissions of air pollutants released to the atmosphere each year as vehicle traffic increases and the number of new industries increase. Under worst-case conditions, annual releases of carbon monoxide from vehicle sources of emission under full project build-out could be as high as 620 tons. For stationary sources, annual emissions could be as high as 55 tons of particulate, 120 tons of organics, 238 tons of nitrous oxides, 82 tons of sulfur dioxide, and 32 tons of carbon monoxide. These total would add to an already serious problem of air quality within the San Joaquin Valley Air Basin.
3. An incremental increase in the amount of light and glare (long term sky glare) as development under the General Plan occurs. The most noticeable increase will occur within the southerly one-third of the Redevelopment Project Area due to the undeveloped status of this area. The total amount of sky glare produced by future development activities will be significant as produced by the ultimate build-out of the urban area.

EXHIBIT "E"

CITY COUNCIL RESOLUTION NO. 92-91.

STATEMENT OF OVERRIDING CONSIDERATIONS

Based on information set forth in the Final EIR and these findings of fact, the City recognizes that approval of the Comprehensive Update of the General Plan, even with implementation of all the feasible mitigation measures, may result in significant effects on the environment. In compliance with the Environmental Quality Act, the City finds that the unavoidable significant adverse effects of the Project are overridden by the benefits of the Project and the considerations described below and, therefore, makes and adopts the following State of Overriding Considerations:

1. The need for periodic amendments to the General Plan which provides for modes population growth is required by State Law and sound local planning practice, and is an overriding concern.
2. The specific need to provide affordable housing reasonable available with the City is an overriding concern.
3. The need to provide choice in the availability of lands for residential development as a means to avoid there being created an economic monopoly in the local residential land market is an overriding concern.
4. Because there is no alternative other than "no growth" or "no project" to converting some prime farmland for residential expansion, the need for such conversion is an overriding concern.
5. Because there is no alternative other than the "no growth" or "no project" to creating residential subdivisions which indirectly will generate vehicle emissions which add to adverse regional conditions of air quality, the need for tolerating added vehicle emissions which will be of only minor local impact is an overriding concern.
6. The General Plan balances the need to preserve valuable agricultural resources with the City's need to provide for anticipated population growth and related increased needs for housing, employment opportunities and municipal revenue. This planning balance is an overriding concern.

Based on substantial evidence in the public record, the City finds that changes or alterations in components parts of the General Plan amendment, and mitigation measures have been proposed which are within the City's jurisdiction which mitigate or avoid the significant environmental effects identified in the Final EIR. The City further find that specific considerations with respect to project alternatives described previously make unfeasible the project alternative described in the Final EIR.

EXHIBIT "F"

CITY COUNCIL RESOLUTION NO. 92-91.

MITIGATION MONITORING PROGRAM

In compliance with Public Resources Code Section 21081.6, the City hereby establishes the Mitigation Monitoring Program for the Comprehensive Update of the General Plan. The attached Program insures that compliance with all mitigation measures included in the above approved finding for the certification of the Final EIR allows the City and its citizens to certify compliance with mitigation measures, and serves to provide specific information regarding the effectiveness of particular mitigation measures. The monitoring required is shown in the attached Table.

SUMMARY OF MITIGATION MONITORING RECOMMENDATIONS

TOPIC	Responsibility for Implementation	Mitigation Measure Required	When Monitoring is Required	When Mitigation to be completed	Who Needs to Verify Completion
CIRCULATION & TRAFFIC	Developers	On-site and off-site street improvements	During project construction	Prior to occupancy permit	City Engr./Pub. Works Dept.
	City/County/Caltrans	Freeway interchange improvements	During Caltrans STIP	At completion of contract construction	Caltrans, City Engr., County Public Works
	City/County	Improvements to exist. Arterial & Collector streets	During Capital Improvement Program	At completion of contract construction	City Engr., City & County Pub. Works Depts.
AIR QUALITY	Developers	Fugitive Dust Control	During project construction	Completion of construction	City Public Works Dept.
	Large employers	Van pools, car pools, flex-time	On-going	On-going	City/Company management.
	Stationary sources	Emission control	On-going	On-going	Air Pollution Control District
FARMLAND CONVERSION	Developers	Discourage farm trespass	Project approval & construction	Completion of construction	City Pub.Works/Comm. Devel.
	City	Phased development	On-going	On-going	Community Develop. Dept.
WATER/SEWER/DRAINAGE	Developers	On-site and off-site improve.	Project construction	Prior to occupancy permit	City Engr./Public Works
	City	Improve existing treatment/disposal facilities	During Capital Improvement Program	On-going	City Engr./Public Works
OPEN SPACE/RECREATION	Developers/ City/School Dist.	Park & open space improvements	Project construction, Capital Improve. Prog.	Project construction or on-going	Park & Rec. Director, Pub. Works, Schools
SCHOOLS	Developers/Madera Unified School Dist.	School planning & construction	Project construction, Capital Improve, Prog.	Project construction, on-going	Madera Unified School District/Comm. Development Dept.
AIRPORT	City	Improvements	On-going	On-going	Airport Mngr.
REDEVELOPMENT	City Redevelop. Agency	Plans & improvements	On-going	On-going	Redevelopment Agency
DEVELOP. REGULATION	City staff, Plan Comm., Council	Development permits	Zoning & sub. ord. admin.	On-going	Commun.Develop. Dept.

EXHIBIT "G"

CITY COUNCIL RESOLUTION NO. 92-91.

PROJECT ALTERNATIVES

THE ALTERNATIVE OF NO PROJECT

This alternative is not feasible because the preparation, adoption and maintenance of a General Plan is mandated by provisions of the California Government Code. Failure by any city or county to meet these requirements is considered grounds for serious sanction by the State, including a halt to all development review and approval activities by the City until the plan is prepared and/or updated in accordance with State Law.

THE ALTERNATIVE OF MAINTAINING POLICIES AND PROPOSALS OF THE 1982 GENERAL PLAN

The 1982 General Plan (as amended) is deficient in that it does not include an adequate description of the mandatory elements of the General Plan that were required by law in 1982 and thereafter. A significant deficiency is that the current General Plan description refers to proposals shown on a different General plan Diagram than that adopted in 1982. While many similarities between the diagram and the description exist, some confusion exists as to which policies may actually prevail under certain circumstances.

THE ALTERNATIVE OF REDUCING THE AREA NEEDED FOR URBAN EXPANSION

The potential for activating this alternative is already built into policies and proposals of the General Plan through the policy designating lands to be held in "reserve" for eventual urban use sometime after the year 2000. If population and employment growth occurs at a much lower rate than anticipated by the Plan, the non-reserve areas are still capable of accommodating more than 50% of the total projection for the year 2010.

THE ALTERNATIVE OF REQUIRING SUBSTANTIAL IN-FILL

This approach would prevent further urban expansion at the urban fringe until a large percentage of existing by-passed lands within the City limits and the urban pattern was developed first. While the General Plan calls for greater emphasis on in-fill, a reasoned assessment of this policy is needed when utilities are not reasonably available, when property is over-priced for the market, when owners wish to continue to farm, or when property is adversely impacted by incompatible land use in the vicinity. In relating these possible constraints to infill to current conditions in Madera, relatively little acreage exists that could be classified as being readily available for in-fill.

An absolute requirement for in-fill could have a negative effect by artificially driving up residential land values to the point where market-rate housing activity would come to a halt, effectively retarding growth. Conversely, where adequate lands exist to meet reasonable demands of the housing market for the range of housing types needed, in-fill can be achieved over time. Where factors in support of in-fill have become apparent in recent years, the private sector has moved to take advantage of the opportunities presented.

ALTERNATIVE LAND USE PROPOSALS IN THE AIRPORT AREA.

The alternative land use configurations in the vicinity of the airport were offered to the City for consideration during the extensive public review on the Airport Master Plan and the Draft General Plan/Environmental Impact Report. They are included as project alternatives because they sought to alleviate the prohibition of development that otherwise will occur if agricultural land use proposals for the affected properties are retained in the General Plan. These alternatives have been considered by the City and rejected based on the additional significant adverse environmental impacts. In addition to the negative effects on the airport, the principal areas of adverse impacts would include the following:

1. Impact on population distribution and the urban pattern.
2. Impact on City services and schools.
3. Impact on circulation and traffic.
4. Impact on agricultural land.
5. Long term cumulative and growth inducing impacts.

THE ENVIRONMENTALLY SUPERIOR ALTERNATIVE.

The environmentally superior alternative is the "no project" alternative. However, this is not a practical alternative since State Law and common sense dictates that the community continue to plan comprehensively for population and economic growth and need generated by such growth. Excluding the "no project" alternative, the most environmentally superior alternative from among the other alternatives would be the proposed Plan as modified and revised through the public hearing process.

RESOLUTION NO. 92-92

RESOLUTION APPROVING AND ADOPTING THE
1992 COMPREHENSIVE AMENDMENT TO THE
CITY'S COMPREHENSIVE LONG-TERM GENERAL
PLAN.

WHEREAS, the City Council of the City of Madera has adopted the mandatory elements of the General Plan as required by the State of California in Section 65300 et seq of the Government Code; and,

WHEREAS, these plans consisted of a comprehensive long-term General Plan for the physical development of the City which consisted of development policies, a diagram or diagrams and texts setting forth objectives, principles, standards and plan proposals, along with all of the mandatory Elements; and

WHEREAS, State law also requires periodic review, updates, and amendments of the General Plan; and,

WHEREAS, in 1989 the City of Madera embarked on a program to amend and consolidate the various elements of its General Plan on a comprehensive basis; and,

WHEREAS, a General Plan Advisory Committee was appointed in January 1990, and assisted the City's Planning Consultant in preparation of the Draft General Plan; and,

WHEREAS, the Draft General Plan and Environmental Impact Report dated July , 1991, prepared by Grunwald & Associates of Sacramento, was distributed on July 26, 1991 for public review and comment to various local agencies and groups, and notice of its availability was given by published notice on July 30, 1991, in

conjunction with a Notice of Completion filed with the California State Clearinghouse on July 31, 1991; and,

WHEREAS, notices of joint City Council and Planning Commission hearings on the Draft General Plan and Environmental Impact Report were published as eighth page advertisements on October 30 and November 12, 1992; and,

WHEREAS, over 6,000 individual post cards were also mailed to property owners in the City in an effort to provide adequate public notice of the hearings on the Draft General Plan and Environmental Impact Report; and,

WHEREAS, the City Council and Planning Commission met in joint public hearings on November 19, December 3, 1991, and January 7, February 4, March 3, March 17, April 7, June 10, and September 1, 1992, to receive public input and comments and deliberate on the draft General Plan; and,

WHEREAS, the Planning Commission has met independently in continued public hearings and workshops on April 21, May 26, June 23, July 28, August 25, 1992, September 9, September 15, and September 22, 1992, for the purpose of receiving, reviewing and responding to the public comments and recommendations; and

WHEREAS, the City Council has met separately in continued public hearings on May 4, July 6, August 3, September 8, and October 5, 1992, for the purpose of receiving and reviewing public input, and reviewing deliberating on recommendations made by the Planning Commission; and,

WHEREAS, the Planning Commission has concluded its hearings and has reviewed and considered the information contained in the Environmental Impact Report, and the Environmental Impact Report

has been recommended for certification by the City Council in the form of Planning Commission Resolution No. 1558; and,

WHEREAS, the Planning Commission has now concluded its review of the Draft General Plan and has developed its recommendations for consideration by the City Council in the form of both text and map revisions which are contained in Planning Commission Resolution No. 1559; and,

WHEREAS, further public notification for the City Council hearing was published as eighth page advertisements in English and Spanish on September 25, 1992; and,

WHEREAS, the City Council has concluded its hearings and has reviewed and considered the information contained in the Environmental Impact Report, and the Environmental Impact Report has been certified in accordance with the California Environmental Quality Act.

NOW THEREFORE BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF MADERA AS FOLLOWS:

1. The City Council hereby adopts those certain amendments to the City of Madera General Plan as set forth in that certain document entitled, "COMPREHENSIVE GENERAL PLAN AND ENVIRONMENTAL IMPACT REPORT FOR THE CITY OF MADERA, CALIFORNIA", prepared for the City by Grunwald and Associates, Sacramento, Ca. dated July 1, 1991, with such amendments and modifications as recommended for adoption by the Planning Commission by Resolution No. 1559, adopted September 22, 1992, consisting of the aforementioned document and a revised General Plan Map, copies of which are on file in the Office of the City Clerk, and to which reference is

hereby made for full particulars as to the terms and conditions thereof and which are incorporated herein by reference, along with and including such revisions and modifications to the text of said document as specified in attached Exhibit "A", and the revisions and modifications in the Final Environmental Impact Report and Comprehensive General Plan document contained in the attached Errata Sheet identified as Exhibit "B", and with modification of the General Plan Map as identified by the Revised Map labelled Exhibit "C", together and including such supplemental drawings and detailed sketches connected with and attached hereto and the statements describing the same, if any, as the comprehensive amendments to the official and comprehensive long-term General Plan for the physical development of the City of Madera.

2. All resolutions or parts of resolutions, if any, in conflict herewith are hereby expressly repealed.

* * * * *

Passed and adopted by the City Council of the City of Madera
this 5th day of October, 1992, by the following vote:

AYES: Councilmembers Medellin, Scalzo, O'Rourke and Mayor
Weber.

NOES: Councilmember Wells

ABSTENTIONS: None.

ABSENT: None.

William B. Weber

Mayor of the City of Madera

ATTEST:

Nicholas G. Parlovich

City Clerk of the City of Madera

* * * * *

EXHIBIT "A"

CITY COUNCIL RESOLUTION NO. 92-92.

RESIDENTIAL DEVELOPMENT PATTERNS (page III-12)

15. Separate specific plans or neighborhood plans may be appropriate for some areas of the City. Completion of the City-wide rezoning program will be the next step or phase in the implementation of the General Plan. However in those areas or neighborhoods where such further planning is determined to be appropriate by the Planning Commission and/or City Council, required rezonings for the purpose of General Plan consistency need not be initiated until adoption of those specific or neighborhood plans. Existing zoning in those areas shall regulate land uses, and if development trends warrant, could be subject to development of a special interim overlay ordinance which requires Planning Commission and City Council confirmation of all proposals for new or expanded uses. (page III-13)

ENVIRONMENTAL RESOURCES WITHIN THE PLANNING AREA (page III- 15)

29. The Open Space designations of the General Plan for the purpose of Parks and Recreation, as well as the Public Facility designations which have not yet been acquired, are intended to be floating designations. The actual locations, type, and extent, as well as procedures for implementation of the proposals, are to be established through adoption of Specific Plans for the area and/or Master Plans for development of the facilities. Zoning to implement the General Plan in these areas shall be held in abeyance pending completion of those plans and initiation of acquisition proceedings. Private developments in the same areas shall be evaluated in accordance with this policy, and any approvals based on the status of more detailed plans completed at the time. (page III-16)

RESIDENTIAL LAND USE POLICIES AND PROPOSALS (page IV-A-6)

A Critical Residential Development Policy(top page IV-A-8)

In the older residential neighborhoods of the community, which have been in transition to higher densities, and where there is a mixture of both existing zones and uses, implementation of the General Plan through zoning amendments shall be in response to separate project proposals by individual property owners. Lower density zoning should be retained in those

areas recommended for Medium or High Density Residential, but the proposed General Plan would be predominant in any new land use proposal. Each request for higher density development should be judged on its own merits relative to both site and neighborhood compatibility. Existing higher density zoning is to be retained as being consistent with the transitional character of the neighborhood.

Medium and high density residential - Encouragement of Private Redevelopment of Older Residential Areas(top of page IV-A-9).

Medium and High Density residential is proposed in a number of locations both southerly and easterly of the Central Business District, in the corridor between the freeway and Gateway Drive northerly of City Hall, and in the area between the Fresno River and Cleveland Avenue. In all cases, the intent is to create economic incentives for the gradual rehabilitation and/or replacement of older residential units through private action, while assuring opportunities to meet low/moderate income housing needs of the community.

As a practical matter, many older housing units remain physically sound with many years of remaining useful life. However, properties with unutilized yard areas or housing units in various stages of deterioration would benefit from policies that encourage the construction of additional housing units on single-family properties, or the removal of units in favor of duplexes, triplexes, four-plexes and small apartment complexes. For the most part, High Density designations for these purposes are applied to lands having access to elements of the Arterial and Collector street system, whereas Medium Density designations are applied to properties along minor streets.

The selective mixing of single-family and multi-family development within the older residential areas listed above offers the most practical solution to maintaining and extending the useful life of these areas while meeting the community's full range of housing needs. An added benefit of this policy will be to reduce the amount of agricultural land conversion otherwise needed to meet housing needs.

REGIONAL COMMERCIAL (page IV-A-12)

Regional Commercial Centers

The General Plan recognizes the longer-range potential for the establishment of one or two Regional Commercial centers to serve the retail needs of the larger sub-region extending to the west side of the San Joaquin Valley, northwesterly to Chowchilla, northeasterly to the Oakhurst area, and southerly to the San Joaquin River. A regional center typically would be anchored by several department stores, with

a variety of stores to provide the full range of retail goods needed by a regional population of more than 100,000.

Two areas are proposed for eventual consideration as regional centers. One area is at the south end of the Central Business District and the other is the County Fairgrounds site. The first location, at the southern end of the Central Business District, would require the redevelopment of several blocks (including street abandonment) to create a site of sufficient size to attract one or more department stores and discount stores as anchors for the extent of commercial expansion envisioned for the CBD (as described above). As a word of caution, the opportunity for this alternative should be explored first before considering the Fairgrounds or any other site. If the market potential develops, aided through the City's redevelopment program, this alternative becomes critical to meeting all other objectives for rehabilitating and expanding the CBD.

The Fairgrounds alternative would become logical only if the first alternative does not prove feasible, and further provided that a feasible means of managing the complexities of traffic movement generated to and from the freeway and the Fairground site can be devised. Assuming adequate traffic management and economic feasibility, the Fairgrounds site is otherwise ideal for the purpose. The high sale value of the property would permit relocation of the Fairgrounds functions and facilities to another site accessible from the freeway where future urban encroachment would not be anticipated.

NEIGHBORHOOD COMMERCIAL (page IV-A-13)

Neighborhood Commercial Centers

Existing and expanding Neighborhood Commercial centers are included on the General Plan Diagram. Neighborhood Commercial centers are intended primarily to meet the every day convenience needs of people residing within surrounding residential neighborhoods for retail "convenience goods" and personal services. A neighborhood center typically is anchored by a supermarket, with other stores and shops for drugs, liquor, deli, bakery goods, ice cream shop, gift shop, coffee shop, cafe, fast food, sandwich shop, hardware.

Services might include small appliance repair, barber, beauty salon, self-service laundry, dry cleaning, shoe repair and exercise and diet centers. Office services might include medical, dental, accounting, insurance and a variety of other business and professional services oriented toward household needs. Public and semi-public uses might include a branch library, senior center, day care, lodges, churches, and small education and training centers.

HIGHWAY COMMERCIAL (page IV-A-13)

Highway Commercial Centers

This designation is limited to businesses or services that rely on visibility from Highways and/or serve the needs of the traveling public. It is intended to encourage development of open, uncrowded, and attractive projects that will enhance the major thoroughfares on which they are located. Small scale businesses and general commercial uses that do not fit this criteria would not be allowed. Uses that generally are dependent on a regional, as well as the local population for their support would be encouraged. It is intended that areas with this designation would have good highway access and would not be developed until all urban services are available. These designations would be located at the Highway 99 intersections of Avenues 17, 16, 12, and East Almond Avenue. The Avenue 17 & 12 sites could be considered for truck stop facilities. The following uses would be typical of those allowed in the Highway Commercial designations: motel, restaurants, service stations, regional auto malls, factory outlet shopping centers, RV, boat and mobile home sales, transportation services, and government services relying on highway access.

OFFICE (page IV-A-13)

Office Areas

Although offices are permitted under the zoning ordinance within the CBD and other Community Commercial areas, there is also a need for office centers apart from but often in proximity to retail centers and to hospital services. Office centers are shown on the General Plan Diagram along Country Club Drive at Adell, in the vicinity of Cleveland Avenue and Schnoor, at Olive Avenue, and Road 28, along Almond Avenue west of the Community Hospital, and along West Yosemite Avenue.

SERVICE COMMERCIAL (page IV-A-13)

Service Commercial Areas

Generally, Service Commercial centers provide a wide variety of services to households, other commercial activities, industry and agriculture. The potential for Service Commercial expansion is well accommodated by lands at various locations along the Freeway 99 corridor, along the "E" Street corridor adjacent to the CBD, along the State Route 145 corridor between Almond Avenue and Avenue 13, and along the west side of Granada Avenue between Almond Avenue and Avenue 13. Service Commercial can also be accommodated within Light Industrial areas. Generally, Service Commercial uses

requiring large sites and open storage would locate in more outlying areas, whereas uses with smaller and less intense site requirements would be located along "E" Street adjacent to the Central Business District. Uses having smaller site requirements often involve services in support of Central Commercial activity centers or for services to households.

COMMUNITY COMMERCIAL (page IV-A-13)

Community Commercial Areas

The Community Commercial land use designation is the primary retail commercial land use category. A broad range of commercial uses would be permitted in these areas, along with professional offices, and residential uses subject to special review. Community commercial centers are intended for major "shopping goods" as apparel, general merchandise, department stores, specialties, jewelry, home furnishings and appliances which more appropriately belong in the Central Business District or large Community Commercial shopping center. These areas are generally located in the more intensely developed areas, along collector or arterial streets, or at the intersections of the community's major streets. The Community Commercial designation is where major shopping centers would be located, and where community wide, as well as some regional retail, commercial needs would be satisfied.

PUBLIC AND SEMI-PUBLIC FACILITIES (page IV-A-14)

Community College Campus (page IV-A-15)

The City of Madera supports the location of a new Community College to be developed by the State Center Community College District within the Planning Area of the City. The City is vitally concerned with the development of this facility and its location relative to the boundaries of the City's General Plan, its Sphere of Influence, and the City's Urban Development Area. It is not only important that appropriate services be provided to the site, but that long range planning be accomplished which will take into account the interrelationships of the Campus and the City. Action should be taken as soon as a site is acquired to amend the City's Sphere of Influence Boundary to include the Campus Community, and adopt a Sphere of Influence Report and Urban Development Policy which will reflect the City's interests in regard to development of this important community facility.

URBAN DEVELOPMENT BOUNDARY, SPHERE OF INFLUENCE, AND
PLANNING AREA BOUNDARY (figure III-1, page III-7)

In conjunction with the Community College Campus policy above, Figure III- 1 on page III-7 is to be revised to reflect the Sphere of Influence and an expanded Planning Area Referral Boundary, in addition to the Urban Development Boundary. (see attached Exhibit "C")

ACHIEVING ZONING CONSISTENCY WITH THE GENERAL PLAN (page VII-2)

State Law requires that the City's zoning ordinance and zoning plan be consistent with the policies and proposals of the General Plan. With adoption of this comprehensive revision of the the General Plan, it will consolidate by reference all the mandatory elements as required by the State of California. In order to fulfill requirements of law and give the City the types of zoning district regulations and procedural regulations needed, the first priority of the City should be to amend its zoning codes to implement the Plan. The Code should include provision whereby existing non-conforming uses may continue and general maintenance and repair shall be permitted. Expansion, replacement, or reactivation of such uses shall be subject to the Use Permit procedures of the Zoning Code. Secondly, the City should proceed to amend the zoning plan to be consistent with the General Plan Map and pertinent policies. To guide this process, a number of policies in Chapter IV would be utilized, along with the General Plan/Zoning Compatibility Charts contained in Appendix "A". (Urban Development Policy to become Appendix "B" and the Initial Study to become Appendix "C")

ADDITIONAL DIRECTIVES RELATIVE TO RESERVE AREA (Page IV-A-9)

Lands lying west of North Granada Drive between the Fresno River and Avenue 16 require special consideration due to conditions and circumstances that exist. Namely, issues related to present traffic congestion; the need to expand the circulation system north of the Fresno River including arterial streets and Highway 99 interchanges; airport issues including health, safety, noise, and compatibility concerns for residential uses in close proximity to the airport; extension of public services and facilities including schools; and access for emergency services including police, fire, and ambulance services. On this basis it is the intent of this General Plan to retain a Resource Conservation (RC) designation on some of the lands west of North Granada Drive and to place a Low Density Residential Reserve designation on other lands as shown on the adopted General Plan Map, thereby retaining potentially viable commercial agricultural lands until a future time when the above issues are adequately addressed. (add text to end of Residential Reserve section, page IV-A-10)

APPENDIX "A"

GENERAL PLAN/ZONING COMPATIBILITY MATRIX

ZONING	GENERAL PLAN DESIGNATION - RESIDENTIAL			
	Very Low	Low	Medium	High
RVL*	XX	CC		
PD 12000	CC	XX		
RA	CC	XX		
PD 8000		XX		
PD 6000		XX	CC	
R-1		XX		
PD 4500		CC	XX	
PD 3000			XX	CC
R-2			XX	CC
PD 2000			CC	XX
PD 1500				XX
R-3				XX
PO				CC
C-R				
CN*				
C-1				
C-2				
C-H*				
I, IP				
RCO	CC	CC	CC	CC
PF	CC	CC	CC	CC
UR	CC	CC	CC	CC
U **				

XX - CLEARLY CONSISTENT

CC - CONDITIONALLY COMPATIBLE

Note: Several PD Zones may be applied within a single development area to achieve consistency with the General Plan.

* - New Zone

** - Consistent in all designations on an interim basis.

GENERAL PLAN/ZONING COMPATIBILITY MATRIX

GENERAL PLAN DESIGNATIONS - COMMERCIAL

Neighborhood	Community	Regional	Service	Highway
--------------	-----------	----------	---------	---------

ZONING

RVL*

R-1

PD 6000

PD 8000

RA

PD 12000

R-2

PD 3000

PD 4500

R-3

PD 1500

PD 2000

PO CC CC

CR XX CC

C-N* XX CC

C-1 CC XX XX CC CC

C-2 CC CC XX CC

C-H* CC CC CC XX

I, IP CC

RCO CC CC CC CC CC

PF CC CC CC CC CC

UR CC CC CC CC CC

U **

* - New Zone

** - Consistent in all designations on an interim basis.

XX - CLEARLY CONSISTENT

CC - CONDITIONALLY COMPATIBLE

GENERAL PLAN/ZONING COMPATIBILITY MATRIX

GENERAL PLAN DESIGNATIONS

	<u>Industrial</u>	<u>Office</u>	<u>Mixed Use</u>	<u>Public</u> (Semi-Public)
<u>ZONING</u>				
<u>RVL*</u>				
<u>R-1</u>				
<u>PD 6000</u>				
<u>PD 8000</u>				
<u>RA</u>				
<u>PD 12000</u>				
<u>R-2</u>			CC	
<u>PD 3000</u>			CC	
<u>PD 4500</u>			CC	
<u>R-3</u>		CC	CC	
<u>PD 1500</u>			CC	
<u>PD 2000</u>			CC	
<u>PO</u>	CC	XX	CC	CC
<u>C-R</u>		CC	CC	CC
<u>CN*</u>		CC	CC	
<u>C-1</u>		CC	CC	
<u>C-2</u>	CC		CC	
<u>C-H*</u>				
<u>I, IP</u>	XX			
<u>RCO</u>	CC	CC	CC	CC
<u>PF</u>	CC	CC	CC	XX
<u>UR</u>	CC	CC		CC
<u>U **</u>				

* - New Zone

** - Consistent in all designations on an interim basis.

XX - CLEARLY CONSISTENT

CC - CONDITIONALLY COMPATIBLE

GENERAL PLAN/ZONING COMPATIBILITY MATRIX

GENERAL PLAN DESIGNATIONS

	<u>Resource/Conservation</u>	<u>Open Space</u> (P & R)	<u>Reserve</u>
<u>ZONING</u>			
RVL*	CC		CC
R-1			
PD 6000			
PD 8000			
RA			
PD 12000			
R-2			
PD 3000			
PD 4500			
R-3			
PD 1500			
PD 2000			
PO			
C-R			
C-N*			
C-1			
C-2			
C-H*			
I, IP			
RCO	XX	XX	CC
PF	CC	CC	CC
UR	CC	CC	XX
U **			

- * - New Zone
- ** - Consistent in all designations on an interim basis,
- XX - CLEARLY CONSISTENT
- CC - CONDITIONALLY COMPATIBLE

EXHIBIT "B"

CITY COUNCIL RESOLUTION

COMPREHENSIVE GENERAL PLAN & ENVIRONMENTAL IMPACT REPORT
FOR THE
CITY OF MADERA

ERRATA SHEET

<u>Page Reference</u>	<u>Correction</u>
Credit Page	Update City Council and Planning Commission List
i	Update Table of Contents as needed
I-1, para 3 line 4	...including the <u>Housing, Noise, Open Space</u> ,...
I-4, line 1	...of the General Plan, <u>April, 1986</u> . (*)
I-5, para 2 line 9	...to each <u>other</u> . Consolidation also...
II-5	See new page
II-5, para 1 line 7	...Los Angeles. All <u>mainline</u> railroad...
II-6, Figure II-4	Switch with Figure II-5 (Title Ok)
II-7, Figure II-5	Switch with Figure II-4 (Title Ok)
II-10, para 3 line 5	Delete sentence " <u>The Watsonville quake</u> "...
II-14, para 1 line 2	...schools, <u>one junior high</u> and two...
III-2	See new page
III-3, Figure III-1	Revise map to include the Planning Area Boundary, with expansion to include the area between Avenue 12 and 17 and Roads 23 and 31.
III-8, para 2 line 1	Delete word ..." <u>wholly</u> " consistent with the proposed...
III-13 Policy 18 line 4	...voters of increases in the <u>sales</u> tax.
III-15 Policy 27 line 2	...between <u>Avenue 17</u> and the ...
IV-A-5, line 5	...a 70 to <u>30%</u> ratio of single...

IV-A-8	Delete page because it repeats page IV-A-7
IV-A-12, para 3 line 2	...Agency (See Figure <u>IV-2, page IV-A-5</u>) covers a broad area...
IV-A-15, para 1 line 5	...Sonora <u>or Sharon Blvd.</u> into residential...
IV-A-15, para 2 line 2	...Sunrise Avenue. <u>The</u> new High School...
IV-A-16	See new page labeled as IV-A-17
IV-A-16, para 5 line 9	...less frequently, the <u>initial</u> stages...
IV-A-18	See new page labeled as IV-A-17
IV-A-19, para 2 line 2	...Area 4 will <u>also</u> affect Area 5 only...
IV-B-1, para 3, line 1	...goals and policies <u>provided</u> below...
IV-B-3	Corrected Map: Connect Avenue 16 to Adell; show collector tie to Ellis and on to Avenue 17; missing a connector from North Schnoor to Airport Drive or Condor, North of Avenue 16.
IV-B-4	See new page
IV-B-4, para 2 last line	Further correction: Interim and longterm relocation of State Route 145 is proposed.
IV-B-4, para 6 line 2	...IV-6 and IV-7. <u>They</u> include an...
IV-B-7, para 2 line 1	<u>Unless an alternate alignment beyond the Planning Area is selected the City...</u>
IV-B-9, Alley Policy 1 line 1	...of providing <u>delivery access and</u> pedestrian...
IV-B-9, Alley Policy 1 line 2	Delete word <u>..."and"</u> to off -street...
IV-B-10, Arterials	Avenue 14 (Olive) <u>(Howard)</u> Road 24 1/2 (Westberry <u>Blvd</u>) Schnoor (north of river) <u>to Avenue 16</u> Road 26 <u>(Pine)</u> Lake <u>Street</u>

IV-B-10, Collectors	Adell <u>west of Lake</u>
	Add - <u>Kennedy (east of Lake; Add Gary Lane; Add Fig Avenue</u>
	Delete " <u>P Street</u> "
IV-B-10, last para, #3	Revise as follows: A new Highway 99 overcrossing connecting Avenue 16 with Adell, Clark or Ellis Street, in accordance with a Route Study conducted by the California Department of Transportation.
IV-B-12, line 2, #7	...to Avenue 12 <u>and North to Avenue 17.</u>
IV-B-12, para 3 line 6	... <u>one existing route</u> was deleted...
IV-B-12, para 3 line 7	...from the Plan <u>W. Yosemite as a truck route...</u>
IV-B-14	See new page labeled IV-B-13
IV-B-14, Rail Services line 2	...through the <u>General Plan Area</u> . Amtrack San Joaquin...
IV-B-15	See new Figure IV-11, labeled as page IV-B-14
IV-B-16	See new page, labeled IV-B-16
IV-B-16, Rail Services, Goal #2	...Cleveland <u>Avenue</u> , Clark Street <u>or Adell/Ellis.</u>
IV-B-19	See new page labeled IV-B-18
IV-B-19 #7	...length from <u>3,980'</u> , to 3,200'.
IV-C-1, para 2 line 5	...area, and to <u>meet</u> the needs of a...
IV-C-1, para 4 line 2	...projects within <u>2 - 4</u> weeks without...
IV-C-1, para 4 line 3	...place within <u>4 - 8</u> weeks unless an ...
IV-C-2, para 2 line 4	...deteriorating, <u>overcrowded, has overpayment</u> for...
IV-C-2, para 3 line 6	A draft of the new plan has been completed and is reflected in table IV-5-A

TABLE IV-5-A

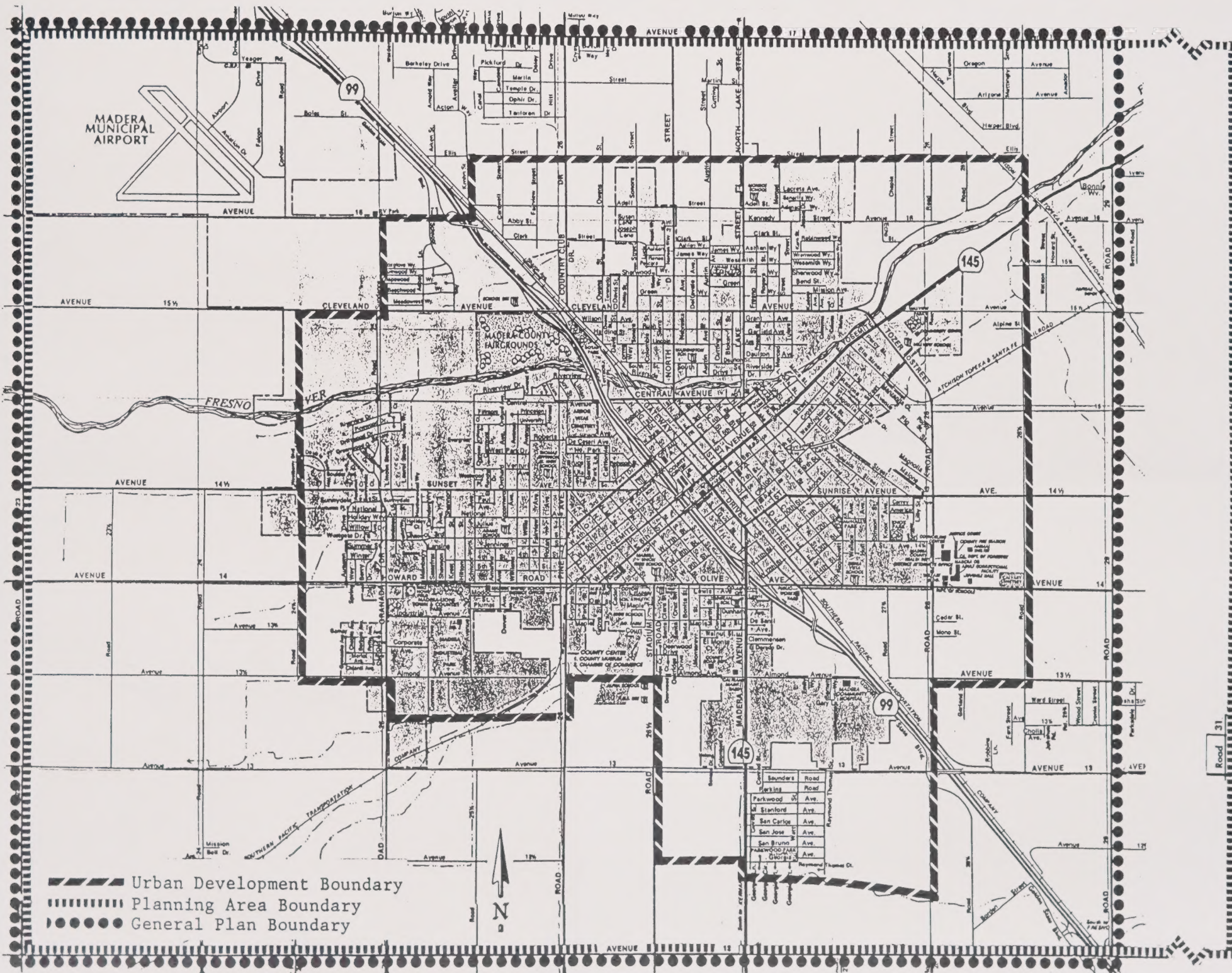
QUANTIFIED HOUSING OBJECTIVES, 1992-1997

<u>Very Low Income</u>	<u>Low Income</u>	<u>Moderated Income</u>	<u>Above Mod. Income</u>	<u>Total</u>
282	159	241	699	1,381

IV-D-1, para 1 line 1	...unconnected <u>systems</u> , including...
IV-D-1, para 3 line 8	...fence <u>repairs</u> , scarifying the...
IV-D-3, para 3 line 1	...currently are <u>difficult</u> to serve...
V-3	See new page
V-5, para 2 line 7	...of the Hidden <u>Valley</u> Reservoir dam.
VI-2, Goal #3	The present <u>commercial</u> building height...
VII-1, para 1 line 8	Delete ..." <u>the latter group includes</u> " the Madera Unified School...
VII-1, para 2 line 2	...the City's <u>Community Development</u> Department should...
VII-2, para 2 line 3	...also <u>consolidate</u> and <u>adopt</u> the...
VII-4, item 4	...departmental requests by City <u>Manager</u> .
VII-4, item 5	...City <u>Manager</u> makes recommendations...
VIII-A/C-1	See new page, Final EIR
VIII-A/C-1, new para 3 line 5	... <u>(Part VIII)</u> ...
VIII-A/C-6, #8 line 2	...may create <u>a</u> demand for substantial..
VIII-A/C-13	See new page through mitigation measure on page VIII-A/C-14
VIII-A/C-17	See new page labeled as VIII-A/C-16, starting with line 3 of #3
VIII-D-1, para 3 line 3	Add word ..." <u>acres</u> "of productive agricultural land.
VIII-D-5.5	Insert page labeled as VIII-D-6

VIII-D-6, line 5	...between <u>northern</u> and southern...
VIII-D-6, school facilities line 6	...local <u>funding</u> from school impact...
VIII-D-6 through 9	See new pages labeled as VIII-D-6 through 11
VIII-D-11	See new page labeled as VIII-D-11
VIII-D-11, new page, Lengthening Runway- line 5	Add: word ..." <u>been</u> " identified for the purpose.
VIII-D-13	See new page labeled as VIII-D-15
VIII-D-13, para 2 line 3 line 5	...(dBA), <u>with</u> 60 being recommended...
VIII-D-14 and 15	See new page labeled as VIII-D-16 and 17
VIII-D-14, para 4 line 3	Land Use and Environmental Compatibility: Verify page ref. for Figure IV-4
VIII-E-3, line 10	Delete <u>bracket</u>
VIII-E-4	label figure as Figure VIII-3
VIII-E-5, para 2 line 4	...safety zones <u>if</u> a parallel runway...
VIII-E-9, Berry Home Ranch Proposal: line 3	Delete words ..." <u>in about</u> " with respect to single event...
VIII-E-11, line 4	Delete " <u>by the General Plan</u> ". It is...
VIII-E-12, Schools Impacts, line 5	...part of the <u>Cloud</u> property south of...
VIII-E-14 and 15	See new pages
D-16, Final EIR Comment G	Add: There is no change from the basic land Use designation. The PD 12,000 zoning designation of SP #1 is within the Low Density Residential Range

FIGURE III-1
URBAN DEVELOPMENT, PLANNING AREA AND GENERAL PLAN BOUNDARIES



RETURN TO: IGSL

LOAN PERIOD	1	2	3
Home Use			
	4	5	6

ALL BOOKS MAY BE RECALLED AFTER 7 DAYS.

DUE AS STAMPED BELOW.

U.C. BERKELEY SENT ON ILL		
AUG 23 2006		
1 MONTH LOAN		

ILS: DD99
M 8-05

UNIVERSITY OF CALIFORNIA, BERKELEY
Berkeley, California 94720-6000

MADERA GENERAL PLAN

LEGEND

- | | | |
|--------|------------------------------|---|
| VLD | Very Low Density Residential | [1-2 units/net acre, minimum 20,000 sq. ft. site area/unit] |
| LD | Low Density Residential | [3-7 units/net acre, minimum 6,000 sq. ft. site area/unit] |
| MD | Medium Density Residential | [8-15 units/net acre, minimum 3,000 sq. ft. site area/unit] |
| HD | High Density Residential | [16-25 units/net acre, minimum 1,500 sq. ft. site area/unit] |
| O | Office | |
| NC | Neighborhood Commercial | |
| C | Community Commercial | |
| RC | Regional Commercial | |
| SC | Service Commercial | |
| HC | Highway Commercial | |
| I | Industrial | |
| MX | Mixed Use | |
| RC | Resource Conservation | Agriculture, Fresno River, Canals & Drainage Basins |
| OS | Open Space | [P&R] Parks & Recreation
[OSC] Landscaped Open Space Corridor & Buffer |
| P & SP | Other Public & Semi-Public | <div style="display: flex; justify-content: space-between;"> <div> <p>[ES] Elementary School</p> <p>[JH] Junior High School</p> <p>[HS] High School</p> <p>[CC] Civic Center</p> <p>[FS] Fire Station</p> <p>[CY] Corporation Yard</p> </div> <div> <p>[CO] County Offices</p> <p>[HOSP] Hospital</p> <p>[C] Cemetery</p> <p>[FAIR] Fairgrounds</p> <p>[COLL] Commun. College</p> <p>[MA] Municipal Airport</p> </div> </div> |
| | Freeway | |
| | Arterial Street | |
| | Collector Street | |
| | Interchange | |
| | Grade Separation | |

Recommended for approval by the Planning Commission, City of Madera, Resolution No. 1559, on September 22, 1992 as Exhibit "C"

Approved by the City Council, City of Madera, Resolution No. 92-92, on October 5, 1992 as Exhibit "C"

Map amended thru 3-2-94 Res. 94-29



SCALE: 1" = 200'

0' 1000' 2000'

Grumwald & Associates
City & Environmental Planning Consultants
350 Rivergate Way, Sacramento, CA 95833

